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ABSTRACT

This report summarizes the past, present, and future activities of the Knowledge Development Plan for Youth Initiatives, which is being developed and implemented as part of the Youth Employment and Demonstration Projects Act (YEDPA). First, a framework for the plan is given, covering the aims of the fiscal 1978 and 1979 activities which stress research, evaluation, and demonstration projects. In the next section, which provides a progress report on the knowledge development efforts for fiscal 1978, the following programs are highlighted: (1) the Entitlement Program, (2) Community Improvement Discretionary Projects, (3) Youth Employment and Training Programs Discretionary Projects, (4) the Summer Program for Economically Disadvantaged Youth (SPEDY), and (5) the Job Corps. The section devoted to fiscal 1979 provides a plan for continuing the programs from 1978 and trying to fill gaps, establish better coordination of the programs, and focus on priority knowledge development areas. In recognition of the formidable array of projects being conducted in fiscal 1979, the next section assesses the feasibility and outlines the implementation strategy for each project. The final section explores the knowledge development payoff on sixteen issues--i.e., what will be learned and when. A time schedule is established for information that will be available at three different dates. (ELG)

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A KNOWLEDGE DEVELOPMENT PLAN FOR YOUTH INITIATIVES FISCAL 1979

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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THE KNOWLEDGE DEVELOPMENT FRAMEWORK

Congress and the Administration have made a major commitment to expanding and improving employment, training and career development services for youth. On August 5, 1977, the President signed the Youth Employment and Demonstration Projects Act (YEDPA) which created four new programs and provided significant discretionary authority to test new approaches for aiding youth. The new programs have now been extended through fiscal 1978 and backed by sizeable appropriations. In addition to these new efforts, the Job Corps program which provides comprehensive services in a residential setting for severely disadvantaged youth is being doubled in size to 44,000 slots. Finally, the Summer Program for Economically Disadvantaged Youth (SPEDY) is being reassessed and refocused with the goal of substantially increasing its effectiveness.

Knowledge Development activities are a critical element in these youth initiatives. Research, evaluation and demonstration efforts related to youth were a major priority in the 1960's but have received declining attention in recent years. While much was learned, many critical questions remain unanswered about the scale and nature of the problems and the effectiveness of public interventions. A primary aim of YEDPA was, therefore, to improve the information base for public policymaking. It was designed as a limited duration "demonstration act" mandating a range of experimental, research and evaluation efforts. Other initiatives have shared in this emphasis. Job Corps has traditionally been a laboratory for experimenting with new approaches to serve economically disadvantaged youth. With expansion, there was a need for innovative approaches as well as improved assessment of current operations. Basic information was also lacking about SPEDY, as well as about the new directions of program operation. Congress and the Administration wanted to know more before developing and implementing youth policies for the longer term.

An Office of Youth Programs was established in the Employment and Training Administration in July 1977 to implement these youth initiatives. A major dimension of its mission was to develop and coordinate knowledge development activities for YEDPA, Job Corps and SPEDY, while serving as a nexus for linking with youth-related efforts of other agencies.

In fiscal 1978, an ambitious agenda of demonstration, research and assessment activities was implemented. A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act structured an array of YEDPA discretionary efforts which would address the most basic questions of concern to national policy-makers. These efforts included a massive experiment with job guarantees as well as almost $100 million in action programs designed to yield information about what works best for youth. Demonstration programs were mounted as part of the Job Corps expansion effort, and previously commissioned research and evaluation work was completed. Research and evaluation related to the 1978 summer program was significantly broadened.

The aim of this fiscal 1979 Knowledge Development Plan for Youth Initiatives is to further advance and coordinate the research, evaluation and demonstration activities concerning youth employment and training. The extension of YEDPA programs through 1980 provides the time needed to develop more complex efforts and to follow up on short-term projects. The YEDPA plan for fiscal 1978 necessarily focused on the "first-order" questions which needed to be answered to design better national policies. Hindsight has suggested additional issues of great importance, while the continuation of the knowledge development mandate also provides an opportunity to address "second-order" questions--i.e., to explore the problems of significant segments of the youth population, to focus on specific service components to determine how each can be improved, and to further assess the comparative effectiveness of alternative delivery approaches. The new programs and approaches can be refined and improved with continuing operation. Longer-duration strategies for dealing with youth can be explored. The integration of activities across youth programs in ETA and the establishment of linkages with similar programs in other agencies, can also be pursued. Finally, the research, evaluation and demonstration efforts launched with necessary haste in fiscal 1978 can be modified, coordinated and supplemented.

The activities to be funded under this plan, in conjunction with those funded in fiscal 1978, represent an investment of nearly half a billion dollars. While almost all of these resources are used to provide quality services and employment opportunities to youth, and

while they also are a mechanism for institutional change as well as for achieving equity, they have been carefully structured so as to yield much more than the usual information about what works for whom. Research, assessment and technical assistance components which do not yield direct benefits to youth amount to less than 2 percent of YEDPA funding and an even smaller proportion of total youth resources, yet with maximum structuring of action programs, this modest investment may potentially yield substantial long-run benefits. The investment will pay for itself if even the most modest improvements are made in future youth programs.

This Knowledge Development Plan for Youth Initiatives, therefore, seeks to provide a framework for structuring action programs, combining them with research and assessment activities, and later synthesizing the lessons to help formulate policy at the Federal and local levels.

The 1978 Knowledge Development Plan for the Youth Employment and Demonstration Projects Act addressed eight basic questions. Knowledge development activities for fiscal 1979 will help to further resolve these critically important issues:

1. Does school retention and completion increase the future employability of potential dropouts and the disadvantaged, and are employment and training services linked to education an effective mechanism for increasing school retention and completion?

2. Can the school-to-work transition process be improved? This involves several related questions. Are new institutional arrangements feasible and warranted? Will increased labor market information and assistance expedite the transition? Can new transition routes be created?

3. Given the fact that work experience has become the primary emphasis of youth programs, are the jobs productive, which ones are most "meaningful" and how can they be improved?

4. Does structured, disciplined work experience have as much or more impact on future employability than other human resource development services or a combination of services and employment, i.e., should public policy emphasize straight work experience, combinations of work and training and other services, or should training, education, and supportive services be emphasized?

5. Are there better approaches and delivery mechanisms for the types of career development, employment and training services which are currently being offered?

6. To what extent are short-run interventions and outcomes related to longer-term impacts on employability during adulthood? Put in another way, how much can public interventions redirect the developmental process?

7. What works best for whom? What performance or outcome standards are best to determine what does and does not work for youth? Which youth with what characteristics benefit from which programs and approaches?

8. What is the universe of need for youth programs? What is the cost of fully employing youth? How many would take jobs if they were available and how many hours of employment do they require?

It became apparent in fiscal 1978 that other major issues also needed to be addressed, and fiscal 1979 activities will be developed to help resolve the following questions:

9. What approaches and procedures can be used to involve the private sector in employment and training efforts and to increase the placement of the participants in private sector jobs? How effective are these approaches in accessing new jobs and providing better career tracks for youth? Are they preferable to public sector approaches?

10. What is the best mix of enrollees in terms of age and income status? Will poor youth benefit from interaction with nondisadvantaged youth or with older persons? Is targeting achieved and is it a worthwhile notion?

11. What arrangements can be made to increase the duration of employment and training interventions and to assure that participants realize lifetime benefits? Will youth demonstrate the commitment and consistency to make these long-term investments pay off?

12. What strategies are most important at different points in the lives of youth? Must training be delayed until greater maturity is achieved? Are employment and training programs a way of inducing maturity?

13. How can youth programs be better integrated to improve administration and to provide more comprehensive services to youth? To what extent are the programs already integrated at the local level?

14. How do the problems of significant youth segments differ including those of migrants, rural youth, the handicapped, offenders, young women with children, runaways and the like? Are special needs groups and special problems better handled by mainstreaming or by separate programs for these groups.

15. How can the lessons from knowledge development activities best be transferred to improve existing youth programs. How can the institutional change process be promoted? What are the learning curves on new programs and how much can they be expected to improve with time.

These broad questions subsume many more. They will not be resolved by any single set of activities, but rather as a result of a synthesis of a range of fiscal 1978 and fiscal 1979 efforts including basic research, process evaluations, impact assessments of regular program long-term followup, structured experiments, demonstrations testing the feasibility of concepts, and better identification of currently existing model programs and components. The range of research, evaluation and demonstration activities must be specified before analyzing how they will be coordinated and synthesized or how the results will emerge over time. The 1978 projects are specified in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977. The activities are

summarized in the following section. The projects and activities planned for fiscal 1979 are then outlined, along with the projected funding levels and delivery approaches. It is anticipated that there will be a very limited number of new projects in addition to these in fiscal 1980, so that the initiatives of 1978 and 1979 will be the major source of information concerning youth employment and training which will be used in the formulation of national and local policies. The concluding section of this document, therefore, seeks to summarize the chronology of information flow and the policy issues which can be addressed at particular points in time.

At the outset, however, it is important to stress the general parameters. The Youth Employment and Demonstration Projects Act, originally for one year only, has been extended through fiscal 1980. This means that several basic policy issues will have to be addressed by Congress no later than the beginning of calendar year 1980. To provide information for the formulation of policy, much of the analysis will have to be completed in the fall of 1979. Certain issues may be addressed more deliberately, but some major positions must be developed by this date.

The fiscal 1978 discretionary projects had to be individually designed and implemented, and this could only occur after the four new YEDPA programs were implemented, and at the same time Job Corps was undergoing the most rapid expansion in history and SPEDY was being revamped. Design of each project had to be done with care to assure that knowledge development objectives would be realized. For these reasons, most of the projects were developed and initiated in the latter part of fiscal 1978, with the bulk of operations beginning at the start of fiscal 1979. Assuming 6-12 month interventions in most cases, the impacts as measured by entrance and exit tests--for instance, motivation, occupational awareness, sex stereotyping, educational achievement and the like--could not be gathered for the first enrollees in most cases until mid to late fiscal 1979, with the recognition that early results will reflect the experience of early terminees--those least likely to benefit--as well as the problems of programs in their startup phases. Assuming as a minimum a 3-month lag in data collection and analysis, these in-program impact assessments cannot be available until the end of fiscal 1979. Where 6-month followups are involved to look at longer-term outcomes, very little of this information can be expected for the policy formulation process at the end of 1979. Policymakers must be concerned with long-term impacts

on youth. Obviously, no information will be available in time to enlighten early 1980 decisions. These realities cannot be altered and it must be recognized at the outset that there will be limited participant outcome information to make policy decisions in late 1979. There are, therefore, some shortcuts which must be used: First, research which can be completed more rapidly will yield much information about the youth labor market and the potential impacts of interventions. It will help to synthesize the lessons from the past. It will provide a better fix on some of the benefits such as the value of work output. It will reveal information about how to deal with special groups and special problems. It should suggest some better ways to measure performance and should clarify issues related to the management information system. A great deal of the uncertainty about youth programs and policies has to do with these types of issues which do not require new data gathering.

Second, model program identification efforts covering both new and existing programs can yield a better understanding of the state of the art as well as of ideas that might be replicated. Likewise, evaluation activities can provide important snapshot information about what is occurring in the field. In programs like SPEDY and Job Corps, there is a variety of information which can be developed relatively easily about the characteristics of the programs. Many policy decisions rest on simply knowing accurately who is receiving what services, and the quality of these services as judged by reasonable observers--in other words, on input rather than output assessments.

Third, process evaluators will indicate whether legislatively intended changes in the nature of youth programs are being realized. Much of YEDPA is concerned with process issues--improving coordination between the employment and training and education systems, increasing union involvement, providing special consideration to community and neighborhood based groups, and encouraging youth participation. New regulations were developed to achieve these objectives. A basic question is whether the desired changes and processes occurred. If they did not, it would be moot whether the achievement of the objectives had the desired outcomes on performance.

Fourth, many of the demonstrations are concerned with the feasibility of certain organizational arrangements and approaches. Perhaps the best example is the legislatively mandated Youth Incentive Entitlement Pilot Projects which, among other things, seeks to determine whether jobs can be feasibly guaranteed for all eligible youth, and the number which will be needed and the costs. Early experience with this and many other demonstrations will suggest a great deal about the basic feasibility of the notions, the costs, and the implementation problems which will be encountered.

Fifth, most of the demonstrations are structured so as to test alternative approaches or delivery agents. While long-term impacts are important, much can be surmised from comparisons using entry and exit impact instruments and short-term followups on the assumption that the differences over the long-run in impacts on comparable groups will be mirrored in the short-run. For instance, if two or more delivery agents or approaches offer occupational information and counseling to in-school youth and the costs are structured so that they are comparable, entry-exit tests of occupational awareness, maturity or sex stereotyping in aspirations will suggest which approach or agent has had the greatest impact even if the long-term value of occupational information and counseling cannot be determined for some time.

There is no doubt that in 1981 and 1982, much more information will be available to formulate national policies than at the expiration of YEDPA. However, the basic issues which have been outlined can probably be resolved to some degree by late 1979 if the early results are carefully and quickly synthesized and assessed. The key is to integrate disparate research, process evaluations, in-program impact findings, early followup results, identified model program, and demonstration program comparisons, utilizing all information as soon as it comes available. The concluding section seeks in a preliminary way to indicate the types of information which will be provided from each knowledge development activity which pertain to each of the basic issues, and the general timeframes in which this information will be available. Ongoing refinements in this matrix will be needed as plans evolve and as new issues and perspectives arise.

If this ambitious plan is achieved, the potential information yield is massive. The "knowledge development" activities in fiscal 1978 and 1979 are perhaps the most ambitious in history. While the projects must be judged first in terms of the immediate benefits they provide to youth they should yield lessons which can improve programs for many years to come. The vast agenda of activities which follows suggests the burden of subsequent synthesis and analysis if this knowledge development potential is to be realized.

A SUMMARY OF KNOWLEDGE DEVELOPMENT EFFORTS IN FISCAL 1978

YEDPA Research, Evaluation and Demonstration Activities

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 placed major priority on knowledge development:

> "Sec. 321. It is the purpose of this part to establish a variety of employment, training and demonstration programs to explore methods of dealing with the structural unemployment problems of the Nation's youth. The basic purpose of the demonstration programs shall be to test the relative efficacy of the different ways of dealing with these problems in different local contexts."

To achieve this mandate in a systematic fashion, the Office of Youth Programs prepared A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act. This provided a structure for discretionary activities as well as a means of informing the public and interested parties of the complex array of activities which would be undertaken. The following review highlights the major elements of this plan and the progress in their implementation.

1. The Entitlement Program

Youth Incentive Entitlement Pilot Projects (YIEPP) is a legislated demonstration program which guarantees a job and/or training (part-time during the school year and full-time in the summer) for all economically disadvantaged 16- to 19-year-olds who (1) reside in selected geographic areas, (2) are already in school or returning to school, and (3) apply for this opportunity to which they are entitled. The aim of the demonstration is to test the feasibility of providing enough meaningful jobs to employ all eligible youth who want them, to determine the costs of a nationwide entitlement, to assess the impacts of a job guarantee on school retention and return, and to determine the impacts of schooling and employment on the future earnings of economically disadvantaged youth.

Through a nationwide competition, 17 areas were selected as sites for Entitlement demonstrations. Seven of these sites are implementing large-scale (minimum $8.5 million) projects testing the efficacy of a guarantee covering a large jurisdiction. The remaining ten sites are implementing smaller-scale projects (maximum size $1.25 million) testing alternative and innovative approaches. These projects were all funded for 18 months except two of the larger ones which tied in the competition and were, therefore, both funded for only the 9 months remaining in fiscal 1978. A rigorous research effort has been implemented by the Manpower Demonstration Research Corporation, which is assisting extensively in this program. By the end of June 1978, all projects were operational and 27,000 economically disadvantaged youth were employed in the 17 entitlement sites.

2. Community Improvement Discretionary Activities

   a. Ventures in Community Improvement--This demonstration in 8 sites seeks to test the feasibility of using a nonprofit intermediary corporation as a mechanism for replicating a model community improvement program. It will seek to measure the value of output from these projects and the community impact, as well as the effect on participants. The nonprofit Corporation for Public/Private Ventures is assisting in this demonstration. Sites were selected and projects carefully developed to become operational at the start of fiscal 1979.

   b. HUD/CDC Community Improvement Demonstration--This demonstration was established through an interagency agreement with the Department of Housing and Urban Development. The projects in ten sites seek to determine the effectiveness of community development corporations as delivery agents, particularly their success in linking with other funding sources, and the efficacy of the direct Federal-local approach in establishing programs for aiding youth and their communities. Projects were operational by early Spring.

c. Railroad-Related Community Improvement Demonstration--This demonstration in three States tests the concept of direct Federal/State partnerships related to railroad improvements. In two of the three projects, there has also been an effort to link the jobs component to correctional reform and deinstitutionalization efforts.

d. Aged and Youth Joint Service Project--In rural poverty areas there tends to be a concentration of older workers with limited employment opportunities and youth who are likely candidates for out migration. Operation Mainstream and its related programs have proved very effective in raising the income of the older poor, as well as providing useful services and tangible outputs for the community. Older workers are sometimes used to supervise youth in work experience programs. It is logical to link programs for the elderly and youth. To this end, a demonstration project not specified in the 1978 Knowledge Development Plan was initiated in fiscal 1978. It provided jobs for youth to work with eligible older workers. The aim was to have joint participation and decisionmaking, so that there could be a good deal of interaction. Mature youth as well as older workers were to serve in supervisory capacities. A knowledge development objective was to determine whether participation in such projects had a different impact on youth than participation in projects where all enrollees were young. This demonstration will begin operations at the start of fiscal 1979.

3. Youth Employment and Training Programs Discretionary Projects

There were thirty discrete demonstration projects launched in fiscal 1978 with more than 200 separate sites for activities by the end of the fiscal year. A complete history is available from the Office of Youth Programs. The following is only a summary of the major elements:

a. Youth Community Service Demonstration--This project was established through an interagency agreement with ACTION. It explores the national youth service concept, particularly the notions of

a job guarantee and the development of new forms of community service. It was established in Syracuse, New York, and has been phased up gradually in fiscal 1978 with a large enrollment increase anticipated at the beginning of fiscal 1979.

b. Education Entitlement Voucher Demonstration Project--The project will test the feasibility and value of applying the "GI Bill" approach, providing an "Education Entitlement Voucher" to youth participants in selected employment and training programs. Conceptual development was scheduled for fiscal 1978 with implementation in fiscal 1979. The developmental work was commissioned and largely completed.

c. Exemplary In-School Demonstration Project--This demonstration provides grants to education and other agencies through CETA prime sponsors for exemplary projects in the following areas: (1) career information, guidance and job seeking skills, (2) academic credit for work experience, (3) expanded private sector involvement, and (4) job creation through youth operated projects. The aim is to promote cooperation between the local education and employment and training systems. The project has been developed utilizing a specially created nonprofit corporation with representation of educators as well as manpower experts. In the competitive grants, 45 sites were funded for projects beginning in the 1978-1979 school year. Additional exemplary in-school programs were selected for discretionary funding.

d. Career-Oriented Alternative Education Demonstration Project--This demonstration seeks to replicate the successful Career Intern Program initiated by Opportunities Industrialization Centers of America, Inc. (OIC). The five projects for dropouts and potential dropouts will be operated by OIC under contract with the National Institute of Education, which was transferred funds under terms of an interagency agreement.

e. Private Sector Initiatives for Youth--This demonstration will carefully assess alternative techniques for involving the private sector in the employment and training of youth. A range of projects will be funded and studied. The subject areas include job restructuring and job sharing, reducing transactional costs, youth entrepreneurship, involving businessmen directly in placement efforts, pre-employment services, elimination of barriers to employment, and wage subsidy alternatives. The varied projects are being coordinated and assessed by the Corporation for Public/Private Ventures. Program activities were initiated in the pre-employment services and entrepreneurship areas in fiscal 1978.

f. Youth Entrepreneurship Project--A Corporation for Youth Enterprises (CYE) was created with joint participation of the Department of Commerce's Office of Minority Business Enterprise and the Community Services Administration. CYE will support businesses run by youth in five localities, with YETP funds supporting wages of the young workers. The design period will last through fiscal 1978 with program operations beginning in fiscal 1979.

g. Work-Education Councils--The Department of Labor continued support of education and work councils established in 1976 in 33 local areas. OYP commissioned indepdendent case studies of these councils in fiscal 1978 and worked jointly with the National Institutes of Education to develop a major study of the effectiveness of these councils in easing school-to-work transition.

h. School-to-Work Transition Demonstration Project--A set of alternative deliverers will provide transition services to high school juniors and seniors. The results will be carefully assessed to determine the comparative effectiveness of the deliverers, which are mostly community based groups, and the impact on economically disadvantaged youth of such services. The grants were signed and all projects will be operational in the 1978-1979 school year.

i. Service Mix Alternatives Demonstration Project--This project supports locally designed experiments which test the impacts of work projects compared with those which combine work plus education, training and other services. Three projects were funded in fiscal 1978.

j. In-School Apprenticeship Demonstration Project--The purpose of this project is to develop and assess new apprenticeship opportunities which (1) enable disadvantaged high school juniors and seniors to have access to part-time apprenticeship positions and (2) facilitate youth transition from school-to-work in full-time apprenticeship unpon graduation from high school. The four grants in fiscal 1978 supplement similar efforts by the Bureau of Apprenticeship and Training. All will be subject to be a coordinated study.

k. Longitudinal Survey of Youth Transition from School to Work--A national longitudinal survey focused on economically disadvantaged youth has been undertaken. The first survey will be conducted in January and February 1979 with annual followups. Pretest results for a small sample will be available in November 1979.

l. Use of Occupational Information in Aiding Youth--Funds were transferred to the National Occupational Information Coordinating Committee (NOICC) to improve the content and delivery of occupational information for youth. To meet knowledge development objectives of OYP, NOICC has arranged for (a) a national survey of occupational information at the secondary school level, (b) a structured test of the effectiveness of different types of information and delivery on the measured occupational awareness of youth, and (c) a test of the impact on disadvantaged youth from intensive exposure to occupational information.

m. Research and Evaluation Studies and Model Identification--The remaining research and evaluation studies outlined in the fiscal 1978 Knowledge Development Plan have been implemented. These included a conference on youth unemployment statistics and their meaning, a coordinated set of studies on black youth unemployment, an analysis of the impact of government programs on measured rates of employment and unemployment, assessments of youth program data systems, a study of the value of work outputs and another of the quality of job sites and a conference on the problems of young women. Additionally, a range of technical assistance contracts were developed to identify model programs.

Learning More About the Summer Program

The Summer Program for Economically Disadvantaged Youth (SPEDY) affects the lives of more than a million unemployed youth each year. It is basically a work experience program, with increased emphasis on vocational exploration and other services. Very little is known about the quality of the work experience, the extent of enrichment, or the impacts on participants. In order to improve understanding of this critically important element of our youth employment and training efforts, "knowledge development" received extra emphasis in the 1978 summer program. The following activities were undertaken.

1. Job characteristics were assessed intensively in a small sample of prime sponsor areas. The study concentrated on supervision, attendance, worksite discipline, hours of work, work activities, output and skill development. Exemplary summer work projects were identified.

2. The integration of SPEDY with YEDPA and other employment and training efforts for youth was analyzed under ongoing case studies of YETP and YCCIP.

3. National office review teams visited ten prime sponsor areas in the spring and during the middle of the summer to assess planning and implementation, particularly focusing on the integration of summer and year-round programs, targeting and enrichment, with case study and summary reports to be completed in fiscal 1979.

4. A stratified sample of summer plans was assessed to determine characteristics of the program, particularly efforts to award academic credit, to provide vocational exploration and to link with education.

5. Because of the problems noted in the 1977 New York City program and the concentrated efforts to implement new monitoring and administrative procedures in 1978, a special case study was commissioned of the city's program.

6. In the national Vocational Exploration Program a demonstration effort was undertaken to employ the handicapped and offenders, as well as to aid youth to enter nontraditional jobs. A process evaluation was commissioned to assess the special problems related to these activities. This report will be completed in fiscal 1979.

7. The impacts of regular SPEDY, national and local VEP's, and the special components for the handicapped, offenders, and entrants into nontraditional jobs were assessed for a sample of prime sponsors. The impact measures focused on maturity and job readiness, occupational awareness and attitude changes of participants. The results will be provided in fiscal 1979.

8. Model prime sponsor programs were identified and assessed in descriptive analyses by prime sponsors with the aim of producing "how-to-do-it" guides.

Job Corps Innovations and Assessments

Knowledge development has always been a basic mission of Job Corps. With its broad mandate to provide comprehensive services to the disadvantaged, with its detailed and uniform reporting procedures, Job Corps provides the controlled conditions so important in research and demonstration activities. The law specifies that Job Corps should contribute "...to the development and dissemination of techniques for working with the disadvantaged that can be widely utilized by public and private institutions and agencies." The law also specifies that "The Secretary shall provide for the careful and systematic evaluation of the Job Corps program, directly or by contracting for independent evaluations, with a view to measuring specific benefits, so far as practical, and providing information needed to assess the effectiveness of program procedures, policies, and methods of operation."

In the last few years, resource stringencies and stabilization of the Job Corps program have reduced the priority on research and demonstration efforts. During fiscal 1978, the doubling of Job Corps to 44,000 slots was the major priority. However, with expansion, there were opportunities and needs to increase knowledge development activities.

A number of new approaches were implemented as part of the expansion:

a. Industry work experience. Work experience positions were created to provide on-the-job training and job experiences before termination along with a full range of Job Corps support. For Corpsmembers who have acquired basic skills and competencies but lack exposure to the labor market, temporary work experience situations are now offered along with active job search assistance For other youth who can benefit from

advanced training, work experience positions have been arranged which are directly relevant to career aims with the intent that a large proportion of participants will be subsequently employed in the same firm or industry. The aim is to increase the proportion of training-related placements and the labor market success of Job Corps participants.

b. Military preparation. Development was begun on a special component of Job Corps to counsel and train corpsmembers for military service in order to regularize the flow of corpsmembers into the Armed Forces and to improve their success rates, as well as to help youth rejected by the military. The design work has been initiated and implementation is planned late in fiscal 1979.

c. Advanced career training in junior colleges and technical schools. Residential slots were developed with community and junior colleges and post-secondary vocational schools. These opportunities are available only to enrollees who have been in the Job Corps program for 90 days or longer and have demonstrated their maturity and competence. The aim is vocational preparation rather than just general education.

Additionally, demonstrations were mounted focusing on services to subgroups of the universe of need. Three varying types of arrangements have been developed for serving young women with children. Three centers for Native Americans were established. Development was begun on a center to provide assistance to handicapped youth. Another utilized Job Corps as part of a comprehensive treatment system for troubled youth. There was also experimentation with new delivery approaches including centers operated by CETA prime sponsors and others operated by community based groups.

Research and evaluation activities supplemented these demonstration efforts.

1. A major assessment of the economic impact of Job Corps was completed. This study compares the experience of corpsmembers and a carefully selected control group 6-9 months after the termination of participants. It indicates the short-run impacts on unemployment, wages, occupation, educational status, armed services participation and contacts with the correctional system.

2. A pilot study to develop and test instruments and methods for assessing the noneconomic impacts of Job Corps was completed in fiscal 1978. While this does not provide general findings because of the very limited sample, it is suggestive of areas for further research.

3. In November 1976, three experiments were undertaken to assess the impacts of variations in allowances on the length of stay. The results will be analyzed and presented in early fiscal 1979.

4. The Seattle Regional Office of the Job Corps conducted a careful study of early termination and its causes. The product, Managing for Success with Youth: A Strategy for Reducing Early Termination Rates suggests ways to improve Job Corps center retention.

5. In February 1977, a demonstration was begun to determine whether home leave after 45 days would make a difference in retention rates. The results were analyzed and presented in a 1978 report.

6. A contract research report was completed on the special needs of women and their availability for the Job Corps.

7. A pilot study was undertaken to validate placement data in all regions as a forerunner of instituting a periodic validation methodology.

8. Job Corps recruiting history and the present experience were studied to suggest ways in which expansion needs might be met.

PLANNED KNOWLEDGE DEVELOPMENT ACTIVITIES IN FISCAL 1979

The varied research, evaluation and demonstration activities mounted in fiscal 1978 promise to improve understanding of the YEDPA, SPEDY, and Job Corps programs. They will substantially increase knowledge about youth employment problems and programs. For the next year, work must carry forward, with gaps filled, efforts better coordinated, and priority knowledge development areas explored. While separate plans are detailed for each program, every effort is made to integrate the research, evaluations and demonstrations.

YEDPA Programs

1. Continuing Tests of the Entitlement Approach

Since the Entitlement program was initially authorized as part of the one-year YEDPA mandate, the research and evaluation plans were developed to learn as much as possible from 18-month demonstrations. There were recognized limitations in this short-term approach:

- Creating a massive number of jobs in a short time is a challenging administrative task. Over time, there should be an improvement in the quality and quantity of job sites and other aspects of the program. Evaluations of 18-month projects will reflect startup problems rather than the potential of continuing operations.

- Experience with other "entitlements", such as food stamps, indicates that it takes time for the eligible population to become aware of and accept opportunities. It is likely that the employment rate among eligibles will increase over time.

- The impacts on school retention and return will, of course, vary with the duration of the entitlement period for each individual. A 19-year-old entering the project in March 1978 may have only 6-months of entitled employment. A 16-year-old could have 4 years if the project continued this long. A one-year guarantee would likely have a different effect on school retention and completion than the four-year guarantee.

- o To the extent that school completion rates depend on the duration of the entitlement for each individual, and to the extent that the impact of work experience depends also on its duration, the impacts of entitlement on future employability should increase under continuing projects.

Given these considerations, there are reasons for continuing some or all of the present Entitlement grants for more than the 18-month period. There are also some issues raised in the first round of funding concerning the adequacy of resources to provide quality educational services to youth staying in or returning to school, as well as the difficulties of attracting out-of-school youth back into the traditional educational system. It would be worthwhile to test the impacts of "enriched" educational offerings on YIEPP participants in order to determine the best mix of employment and educational outlays. The best approach to achieve this would be to increase educational offerings in several of the existing sites and to compare the outcomes with the matched sites. This could be done by choosing pairs of existing sites which are most alike and randomly choosing between them.

With the reauthorization of the Entitlement program through 1980, there is an opportunity to examine the impacts of multi-year Entitlements and the effect of improved educational services. However, the legislation still emphasizes that this is a demonstration program. Unless it is eventually extended to all areas, current projects will have to be phased out. There is also no reason to implement new projects unless they will aid in knowledge development. Another national competition does not make sense because of the paperwork burdens and the administrative difficulties of mounting such an effort.

Given these considerations, the strategy for the next two years would be as follows:

a. The two sites which were provided only 9-month funding because they tied in the competition would be extended to the full 18-months. This would carry all 17 projects through the 1978-1979 school year.

b. All projects which are judged to have acceptable performance will then be extended through the 1979-1980 school year yielding a full 2 years of operating experience at all sites.

c. Beyond this point, projects will be scaled down using fiscal 1980 funds as available and depending on the experienced rate of expenditures. The phase down will be achieved by the restriction that only youth previously enrolled in the program would be entitled, and only so long as they remained within the eligible age limits and in school. A limited number of sites might be extended for a longer duration to test the multi-year impacts further.

d. A test of the impacts of enriched education services will be implemented beginning January 1979. Entitlement sites will be given either 3 percent or 12 percent grant supplements to expand supportive services. High support and low support sites will be matched to determine whether the extra expenditures for educational and other support services help to attract and retain the more difficult to serve youth, and whether the impacts are greater on school retention and completion as well as future employability.

e. To provide for decisionmaking needs in late 1979, special studies (apart from the comprehensive research design) will be added to determine youths' perceptions and knowledge of the entitlement to collect early evidence on net return-to-school rates in the first year, and to assess private sector involvement and the reasons.

2. Community Improvement Discretionary Projects

With discretionary Youth Community Conservation and Improvement Projects (YCCIP) resources alternative approaches were tested including the use of a nonprofit intermediary to replicate a model program, direct Federal relations between HUD and community development corporations, railroad projects demonstrating the feasibility of community improvements related to railroads using direct State/Federal linkages, and mixed aged/youth in rural areas using Operation Mainstream grantees.

a. The HUD-CDC projects with demonstrated effectiveness will be continued through fiscal 1979; most will operate under current grants through February of 1979.

b. Rural Housing Improvement Project

Under an agreement with the Farmers Home Administration and the Community Services Administration, YCCIP funds will be used to provide wage support for youth involved in rehabilitation and construction of rural housing. The FmHA 502 and 503 programs provide for loans to low income elderly families for home improvements. The 113 program provides for below market rate loans to purchase homes. There is a substantial stock and annual flow of such homes which are in default and under the ownership of FmHA. The project will transfer funds to CSA to support rehabilitation and construction projects operated through rural cooperatives, community action agencies and community development corporations. Youth will restore homes of the elderly, with reimbursement for services out of the 502 and 503 grants and loans. The YCCIP funds will offset some but not all of the wage costs, so that the elderly will benefit from below cost services while the cost of job creation under YCCIP will also be reduced. Youth will rehabilitate 113 homes in default and these will be sold at market value; the CAA or DCS's would return the difference between the selling price and initial appraisal price and this would be applied to additional projects. Finally, new construction might be attempted with a guarantee of 113 loans upon completion. The homes will be sold at market value with any returns offsetting costs. In this project FmHA would provide the housing stock and the set asides of loan funds; CSA will administer the project and would provide funds for administration and materials for the local groups. The Department of Labor will provide for employment and materials consistent with YCCIP regulations. The knowledge development objective will be to assess how much wage costs can be offset and the viability of these operations as well as the impacts on participants.

c. Public Housing Community Improvement Project

In fiscal 1979, the Department of Housing and Urban Development is undertaking a comprehensive public housing revitalization program including a commitment of approximately $180 million. Under YCCIP discretionary authority, $10 million will be added for the employment of 16- to 19-year-old residents in community improvements on the public housing.

One of the fundamental questions in youth policy is whether youth do better when integrated with adults or when they are assigned their own projects. Because so much rehabilitation work will be going on as part of the revitalization initiatives it will be possible to provide employment which is integrated with these other activities as well as providing other projects which are handled primarily by youth under the supervision of a few adults. Another question is whether youth have a different attitude when working on their own homes or those of their families as opposed to generalized projects. One approach would be for repair and restore units in or near the homes of the youth employed. Another would be to undertake grounds improvements or other visible projects to determine whether there are different impacts. An issue which could be addressed is the one of scale. If a few youth in a housing project are employed, is this different than when there is a concentrated mobilization. The "entitlement" or "job guarantee" concept is being tested on a large scale but it might also be tried in an isolated public housing project of several hundred units to compare the impacts on the environment to projects with lesser saturation. Finally, it would be important to determine whether projects operated by tenant management groups differ from those operated by the public housing authority directly, i.e., whether control generates a greater community involvement impact as measured by participants' behavior and perceptions as well as those of other residents. One of the variables to be tested under all of these efforts is whether employment reduces crime and vandalism in the projects.

d. Low-Head Hydroelectric Dam Project

About 50,000 low-head dams exist in the United States, many of which are used to produce or have potential for producing electricity. During an era of cheap energy and rising labor costs, much of the electrical production of such dams was abandoned. Rising energy costs may now make improvement of such dams in preparation for energy production economically feasible. Small dams offer other advantages as community improvement projects and as sources of youth employment.

(1) They are often located in the heart of older cities, and their rehabilitation can help to conserve older neighborhoods.

(2) They can often be the key component of historic preservation efforts. Over six percent of all such dams were built prior to 1930 and have historical significance.

(3) Deterioration of dams has frequently created hazardous conditions, with danger of collapse of the dams in some cases.

(4) Their redevelopment lends itself to community waterfront park development.

(5) Much of the labor involved in their rehabilitation can be carried out by low skill youth.

(6) Substantial potential exists for training youth in technical areas while on the job.

(7) Because of the growing interest in such projects, skills learned in such work may be highly valuable to individuals for many years.

One dam has been identified which provides substantial potential for many of the above advantages. It is the French Landing Dam in Van Buren Township, MI. This pilot project would use community improvement funds to improve the dam and the surrounding areas in fiscal 1979, while feasibility studies are completed by the Department of Energy concerning the hydroelectric potential. If it proves feasible, YEDPA funds would be used to train youth for the hydroelectric and related work, with Department of Energy and the community providing resources for the equipment.

e. Weatherization Improvement Project

Many Community Improvement projects deal with weatherization using Department of Energy funds. The criticism of most weatherization efforts is that there is inadequate training and sometimes shoddy work. This demonstration, to be carried out by DOE jointly with DOL and CSA, would test the efficiencies of mechanization, training and mobility. Mobile vans would be provided for work in rural areas and youth would be carefully trained. Efficiency would be compared with other less mechanized projects doing similar work in rural areas.

3. Youth Employment and Training Programs Discretionary Activities

a. The first priority for YETP discretionary projects in fiscal 1979 is to follow-through on activities begun in the previous year. Even temporary projects must be phased out in an orderly fashion. For some projects, the developmental work was to be completed in fiscal 1978 with full funding in fiscal 1979. The major continuing commitments are for the: Private Sector Initiatives

Demonstration Project (PSI), Work-Education Councils, and the large scale Education Entitlement Voucher Demonstration Project. All of which will undergo substantial implementation and designwork, as well as the Corporation for Youth Enterprises, the National Longitudinal Survey, the Continuous Longitudinal Manpower Survey (CLMS) of YCCIP and YETP participants

Department of Labor support for work-education councils was intended to be temporary, to determine whether viable institutions could be created which could become self-supporting. In fiscal 1978, emphasis shifted to using the work-education network to promote the concept among interested prime sponsors. During fiscal 1979, phase-out of support for the present work-education councils will occur, with continuation in only a few isolated cases where the needs and benefits are clearcut. There will be an effort to establish five work-education councils in rural areas where early evaluations suggest they will have the greatest impact.

The Private Sector Initiatives Demonstration Project will continue according to the work plan and schedule developed in fiscal 1978. The key activity will be the test of alternative wage subsidy and on-the-job training approaches. A special demonstration will be launched, as one variant of the Private Sector Initiatives, which will test the "social bonus" concept of direct and simple payments to employers of economically disadvantaged youth. This will be assessed according to the same methodology as for other wage subsidy and on-the-job training approaches.

The Education Entitlement Voucher Demonstration will have to be implemented during fiscal 1979. This will be a major activity testing two or three variations in delivery approaches and there will have to be a structured, comprehensive assessment of the results.

b. Exemplary In-School Incentive Grant Demonstration

One of the principal accomplishments of YETP in its first year was to improve coordination at all levels between the education and employment and training systems.

The in-school incentive grants were an important factor. Areas with effective LEA-CETA agreements and good working relationships, as well as quality program ideas, were rewarded. Proposals from LEA's were directed through the CETA system encouraging cooperation and understanding. The nonprofit corporation, Youthwork,

which helped to implement this project, provided a balance of education and manpower interests and served as an effective intermediary.

To continue this process, and to learn more about in-school activities, a new round of grants will be provided in two subject areas. The Office of Education in the Department of Health, Education and Welfare may participate jointly in this effort.

(1) Re-Entry for the Long-Term Dropout or Pushout

The chance of successful completion of high school is greater for dropouts who re-enter 6-months or less after leaving school. Re-enrollment retention and achievement rates drop severely as students remain out of school for more than 6-months. The problems are particularly severe for young mothers -- yet it is precisely these "hard-core," long-term dropouts who are least likely, by age 25, to have made the transition into full-time work. Special consideration will be given in the competition to applicants who will serve young women with family responsibilities.

The exemplary grants would explore approaches for encouraging re-entry and assuring greater success upon retention by providing supportive services, transportation, motivational support, counseling, tutoring and the like, and for developing short-term dropouts. There could be a particular focus on young mothers.

(2) Assistance in Integrating Physically and Mentally Handicapped Youth

A recent concern of Congress has been to reduce the segregation of the handicapped from their peers. This incentive grant component would select examples where in-school programs for youth have achieved outstanding success in serving handicapped youth in a fully integrated setting. The knowledge development effort would focus on the identification of the ingredients and a thorough examination of the potential for widespread adoption of these factors. Approaches might be tested such as the use of handicapped adults as counselors and for on-the-job followup, the development of supplements to occupational information system, or locating employers specially interested in handicapped employees.

c. Vocational Education-CETA Linkage Incentive Grants

Under an agreement with the Office of Education, YETP funds will match vocational education discretionary funds in order to have a competition under the vocational education competitive grant program. This competition will focus on projects which link CETA and vocational education efforts at the local level, particularly those serving the hardest to employ such as handicapped youth, offenders and young mothers. The grants will be operated through the vocational education system.

d. Mixed Income Experiments

YETP services are targeted to youth in families with an income below 85 percent of the lower living standard. However, up to 10 percent of funds are available to test the benefits to disadvantaged youth of participating in projects with youth from more affluent families. The regulations for YETP require there be fairly rigorous experimental designs for any local efforts which provide opportunities for youth above the income cutoff. Roughly 40 prime sponsors implemented mixed income experiments in fiscal 1978, but in most cases, the sample sizes in these efforts will be too small to reach any conclusions about the impact on the disadvantaged.

Structured experiments are, therefore, envisioned using YETP discretionary authority. In 4 prime sponsor areas, with preference for those which have initiated their own 10 percent tests, extra funds will be provided for structured experiments employing disadvantaged youth alongside the non-disadvantaged, and similar youth in a like component which serves only income eligibles. Two of the projects will be for in-school youth and two for out-of-school youth. The projects will be rigorously designed and operated on a scale where impacts can be assessed. Motivation, job awareness and other tests will seek to determine the differences at entry related to family income.

e. Juvenile Delinquency Treatment and Prevention Demonstration

There is copious literature indicating a statistical relationship between joblessness and juvenile delinquency. Likewise, employment is accepted as a matter of faith as an important component of any treatment strategy. There has, however, been no large-scale, systematic experiment to determine the effectiveness of the employment approach in reducing crime and recidivism. LEAA supports a broad range of projects focusing on diversion, restitution and re-entry treatment for offenders. This demonstration would create a structured set of employment and training programs for youthful offenders.

The demonstration variables would include the service mix, with four options including projects emphasizing counseling and pre-employment assistance, others emphasizing work, a third set with a training and education focus and a fourth with a mix of services. The delivery agents, target groups and age of participants would be varied in the research design so that the relative effectiveness of different delivery approaches could be assessed as well as the special problems of certain subgroups among the offender population and the best age level for employment interventions.

f. Runaway Youth Project

Runaways are a major, if largely unheralded, problem in our society. The Runaway Youth Centers operated under the Youth Development Bureau in the Department of Health, Education and Welfare provide comprehensive assistance to large numbers of troubled youth. Due to the lack of resources, however, employment has not been a major emphasis. Runaways would be, under the demonstration project, employed in centers to provide services to others; they would be placed in other jobs and worked into the local employment and training system. Arrangements would be made through an interagency agreement with the Youth Development Bureau. The knowledge development objective would be to test whether concentrated employment services could aid at this crisis point in many youths' lives.

g. Career Ladder Demonstration

Most youth programs, with the exception of Job Corps, provide a limited dose of useful work and services and assistance into a job, but few focus on continuing treatments which might lead to a "quantum leap" in employability. Annual funding, frequent changes in policy and the volatility of youth have been obstacles to the development of longer interventions. The short-term focus may be self-fulfilling to the extent that youth do not see a future in employment and training programs and choose alternative courses once they are ready to move ahead. Likewise, private employers might shun participants because they do not feel the programs have done much to prepare participants for work.

New mechanisms must be found to better link public programs to employment in the private sector as well as providing the continuing education and employability development assistance which is necessary to

significantly improve the employment prospects of youth. Under the Career Ladder demonstration, young CETA participants will be carefully screened and tested to identify those who are motivated and potentially capable. These youth will be provided structured, multi-year internships in private businesses, with rotating periods of work and education. The aim will be to develop the youth through increasingly responsible job assignments and pay, resulting after a maximum of two years in a high level job within the business (for instance, jobs at the $10,000 or above annual earnings level would be a target). The YETP funds would support the administrative arrangements, education and wages for the two year period; the employer would have to guarantee good jobs at the end of this period.

h. Private vs. Public Employment Demonstrations

It is a widespread assumption that youth will gain more from private sector than public sector employment. This notion will be tested to some degree under the Entitlement program, where the success of youth placed in private jobs can be contrasted with those placed in public work experience. However, there are usually a variety of nonrandom factors involved in the assignment of youth to worksites. Frequently, the most able and attractive candidates are given the few private sector opportunities.

Using YETP discretionary authority to support full employment costs, it should be possible to secure private sector jobs for a large number of youth as demonstrated by the Entitlement experiment. In three sites, it is proposed that this authority be used to fund both private and public sector jobs, to assign like groups to each of the components, and to trace the differential outcomes. The impact measures would be standardized although the exact design and administrative arrangements of the experiment might vary from area to area. A longer-term followup would be implemented to determine effectiveness. These projects would be developed by selected prime sponsors with assessment coordinated under a single contract.

i. Supported Work

The Supported Work experiment has tested the concept of providing structured job settings and positive reinforcement for the hardest to employ, including youth with drug problems and offenders.

Experience has suggested that youth can benefit from this approach relative to others who are not enrolled in programs or receive less structured assistance. However, the youth participants in supported work have been mixed in projects with adults. It would be important to test whether projects solely with young participants can be as effective as those with mixed enrollment. The demonstration would also provide a laboratory for testing the impact of different types of work. The significant segments which would be served by those projects would be young mothers, handicapped youth and offenders. Their special problems would be carefully assessed.

j. Public Information Demonstration--Evidence suggests that private sector employers operate under a number of mistaken notions about youth and about hiring impediments. They may not actively participate in public programs because of the lack of information. Analyses of the impacts of the job creation tax credit have indicated that few corporate decisionmakers knew about the tax credit, and hence it had little impact on hiring decisions. An aggressive effort to "market" youth, to break down misconceptions, to provide information about mechanisms for participation, and, in particular, to sell employers on the new tax credit for youth employment might have a significant impact. This demonstration would concentrate efforts in five sites and would include a research component to determine whether behavior was affected. In particular, OYP would work with the Department of Treasury to determine whether the usage of tax credits was greater in these areas than in control sites. Materials developed under these programs could be used more broadly if they proved effective.

k. Citizen Involvement in Job Placement -- Efforts to secure jobs for disadvantaged youth have focused on business and labor, seeking to convince, coerce or subsidize them to provide employment to those who would otherwise not be hired. Government programs and intermediary institutions have sought to improve the employability of youth and to direct them to existing better jobs. Such approaches are the cornerstone of all proposed private sector approaches. There is, however, an additional approach which has not been tried on any large scale -- the use of <u>individuals</u> rather than <u>institutions</u> to help those in need. Simply and straightforwardly, it may be possible to mobilize volunteers to provide one-on-one employment oriented assistance to disadvantaged youth during the transition from school to work and adolescence to adulthood. This approach makes sense in light of all we know about youth employment problems. It can be implemented relatively easily, calling on resources which

are not being used fully. The potential benefits, while subject to recognized constraints, can be significant, while the costs are minimal.

The approach would be tested through the existing volunteer network. ACTION would take the lead in implementing programs in a number of States and urban areas, perhaps with a subcontract to a community based organization to mobilize efforts within selected urban areas. The entire demonstration would be subjected to a comprehensive test of its effectiveness.

l. Post-Secondary Institution Involvement--Community and junior colleges are playing an increasing role in CETA programs. They have substantial capacity for remedial education and vocational training. The Fund for the Improvement of Post-Secondary Ecucation in the Office of Education is one way to mobilize these institutions to promote their further involvement. One of the goals during the second year of YETP is to promote longer-term interventions and career ladders. Junior and community colleges could work well with many of the participants in YETP and YCCIP programs, providing remedial education and then integrating this with a continuing program in the college. Incentive funds would provide the initial linkage and could demonstrate whether a continuation of services is feasible.

m. Limited Scale Demonstration

Experience in fiscal 1978 has suggested the possibilities for a range of small-scale demonstration projects to examine alternate approaches and to test their results. The following list is inclusive. Implementation will depend on the availability of staff resources to handle project design and development. Insofar as possible, those projects will be developed by the Office of Manpower Research and Demonstration in ETA's Office of Policy, Evaluation and Research.

(1) A work experience demonstration would test the concept of the "integrated learning experience" where youth would be taught to maximize whay they learn from job experiences. This is a model career education program which has been developed for junior college and high school youth. It would be tested with out-of-school youth.

(2) A structured demonstration might explore job availability by sending out economically disadvantaged youth for job interviews drawn from want ads or ES files. It is a popular notion that there are many jobs available but youth would not want them. This research-oriented demonstration would provide a systematic exploration. Youth would be paid some stipend though only for a limited period and less than enough to discourage active job search. In the process they would learn much about the labor market. Where jobs were offered but the youth did not want them, the reasons would be systematically explored. Where jobs were not offered, the employers would be interviewed to find out why.

(3) A demonstration project might be undertaken to test the feasibility of providing information focused on youth who have already entered the full-time labor market and have a good possibility of being stranded in secondary jobs. The target groups will be economically disadvantaged 19- to 21-year-olds, with the information individualized to consider previous job experience and attained skills. Hopefully, this will make job change in the early years a more rational and equitable process and will also provide information about why certain youth are stranded in certain occupational areas.

(4) A "Second Chance" demonstration project would seek to work with dropouts from employment and training programs to determine whether nonpositive terminees can be helped by individualized treatment and future problems be avoided. This project would involve close linkages with the local CETA system to identify "failures" as rapidly as possible, perhaps with a crisis center established for immediate treatment. The project would not only suggest whether "failures" could be turned into "successes", but also would help determine the real reasons for nonpositive terminations and the ways employment and training programs could be improved to solve this problem.

(5) A job restructuring demonstration might test in a single location what proportion of jobs could be redesigned to employ youth, what employers could be coaxed into participating, how long these new jobs would continue in the demand mix, and how well youth would do who participated.

(6) A job search methods demonstration might test the relative effectiveness of methods which help youth find jobs vs. those which help youth help themselves in the labor market, such as the Job Factory approach. Relative costs and benefits will be determined.

1. Research and Evaluation

A range of basic research activities necessary to better understand youth employment problems was initiated in fiscal 1978. However, some further research is necessary on selected topics:

(1) The perceptions of employers relative to the hiring of economically disadvantaged youth need to be explored in a systematic way. A survey similar to that done in BLS Bulletin 1657 in 1970 should be carried out and the findings compared to earlier work.

(2) Through a series of research papers and a conference, the special needs of rural youth (including farmworkers and Indians) would be explored. This would be part of the knowledge development effort under migrant and Indian youth grants. It would be coordinated through the DOL rural task force.

(3) A structured set of research studies would focus on the relatively unutilized longitudinal study of 1972 high school graduates to determine why some "make it" and others do not. The data base has already been gathered and it is largely a question of synthesis and analysis which will be relatively inexpensive.

(4) A series of analytic papers would be commissioned to explore the knowledge development potential and realization under the Youth Employment and Demonstration Projects Act. These papers would be presented in a national conference in the Spring of 1979.

(5) Longitudinal studies tend to interview annually or biennially. What is uncertain is how disadvantaged youth spend their time day-to-day, where their income comes from and what it is spent for, to what extent they are involved in work activities as a percentage of time, how much they look for work and the like. An important study would be a daily or weekly

tracking of a large sample of disadvantaged and nondisadvantaged youth over a period of time. This might be done in several different ways. Foundations have expressed an interest in helping to fund and implement this project, and the different approaches might be accomplished using a variety of funding sources with the Office of Youth Programs providing the overall structure.

(6) A job search effort would use the youth to gather information about the labor market. After careful review of job possibilities, youth would be directed to specific interviews. They would report back on their perceptions and why they did or did not take the jobs. Interviews would follow up with employers to determine their perceptions. The aim would be to determine the barriers to employment as perceived within a realistic and ordered job search process.

(7) A knowledge development plan focusing on theoretical and basic research will be prepared by the Office of the Assistant Secretary for Policy, Evaluation and Research for a range of efforts. This will provide information on youth labor markets, developmental processes, the impacts of government programs and other important subjects.

(8) A process and impact evaluation of YACC would be undertaken in fiscal 1979 based on a design developed in fiscal 1978.

(9) Local knowledge development activities have been stressed. Based upon reviews of plans, end-of-year reports, regional advice and study reports, the prime sponsors with serious knowledge development efforts will be identified and through site visits and surveys, the results of their efforts will be assessed as well as the whole notion of locally initiated research, demonstration and evaluation activity.

(10) A comprehensive review of the literature and of program statistics will seek to determine the evidence of learning curve effects under new programs and demonstration projects. In the extensions of any fiscal 1978 projects, one of the research questions to be added will be the learning curve effects.

(11) A research project will carefully study the types of jobs youth fill in the private sector including the skill requirements, the potentials for advancement, the motivating possibilities and the like in order to learn more about the demand side of the equation.

4. YACC Demonstrations

a. YACC Enriched Demonstration

YACC emphasizes employment and provides little in the way of employability development services. It is important to test in the conservation setting whether enrichment through education, counseling and other services results in more positive outcomes. Enriched components would be added in a sample of residential camps and non-residential sites. The experience of participants in these sites would be compared to the experience of other enrollees. Regular YACC funds would be used for this purpose with YETP covering the evaluation.

b. YACC Transition Services Demonstration

A second demonstration would focus on transition services, i.e., the outstationing of ES personnel in YACC camps and sites, to provide career counseling and placement assistance to participants before they leave YACC. A followup study would be implemented to determine whether this makes a difference in the subsequent employment experience of corpsmembers. Again, YACC funds would cover the costs of the evaluation. It may be possible to link both these evaluations with the YACC overall impact study which is to be done in fiscal 1979.

Summer Program Demonstrations

Research evaluation and demonstration efforts under the 1978 SPEDY program should yield a much better understanding of the linkages with nonsummer youth programs, work characteristics, the impact of summer employment on the attitudes and awareness of participants, and the special problems of providing jobs in nontraditional employment and of dealing with handicapped youth and offenders. Building on this base, knowledge development efforts in fiscal 1979 must address the fundamental policy issues:

- What mix of education, services and work has the greatest impact on participants?
- Can procedures be developed to better identify and work with youth of high dropout potential?
- What administrative and organizational procedures can best achieve the aim of the program?
- What is the impact of SPEDY on the future employment prospects of economically disadvantaged youth?

1. The SPEDY regulations permit and encourage education, training, vocational exploration and work, but there is no guidance about the most appropriate mix. Under a demonstration program, SPEDY funds would be used to expand resources in areas participating in a study which compares work-oriented projects to those emphasizing work plus a heavy dose of services and education.

2. One of the fundamental aims of SPEDY is to induce a return to school. There is now no accurate record of school return after the summer or of subsequent retention. Likewise a few local programs have focused on the dropout prone as opposed to simply serving income eligibles.

a. A joint project between the Office of Education in the Department of Health, Education and Welfare and Office of Youth Programs in the Department of Labor would seek to determine the best methods of identifying the dropout prone and would test methods of serving them to determine whether rates of school return could be increased.

b. A demonstration will link SPEDY funds to Upward Bound programs in order to determine whether career focused and work supplemented Upward Bound programs can be more effective in motivating young persons.

3. There are certain administrative and organizational issues which need to be resolved through some structured demonstrations.

a. The first is whether job rotation is more beneficial to participants than work on a single site.

b. A second is whether project work has different impacts than dispersed worksites.

On these issues, a few demonstration projects are needed which randomly assign youth to the differently structured components and measure the relative outcomes. The projects could be locally designed with evaluation and monitoring built in.

4. As a motivational device and to promote vocational exploration, summer camps will be established by a consortium of labor unions with the lead work done by the NFL Players Association. Youth will be drawn from SPEDY to attend the camp for a week or two. They will be given a concentrated format of recreation, motivation training and vocational exploration. Sports figures will play a key role in the recreation. CSA recreation funds and union contributions will support the recreation components while SPEDY funds will support the vocational exploration and motivation components. The entire effort will be tested to determine its impacts on participants.

5. Impact Assessment of Summer Program

Finally, an economic impact evaluation of the summer program has not been carried out since the 1960's. It is important to reassess any program periodically. While the 1978 evaluation will suggest immediate impacts on aspirations, youth will not be followed up after they leave SPEDY. Hence, a careful, structured evaluation is needed in fiscal 1979.

Expanded Job Corps Efforts

There is a substantial Job Corps agenda of research, evaluation and demonstration activities for fiscal 1979 to assess and further develop the new approaches implemented as part of the expansion and to utilize the potential of Job Corps as a laboratory for studying the best ways for serving economically disadvantaged youth.

1. Evaluation of New Components

a. The advanced career training program for military careers will be started on a pilot basis in fiscal 1979. In order to fine tune this approach, a process study is needed from the outset which will assess participant perspectives, the quality of training relative to Armed Forces needs, administrative problems and the like.

The long-range impact of the program on participants will be judged by long-range followup designed by the Department of Defense using their enlistee tracking system. The impact study will be designed and developed in fiscal 1979. The immediate impact on recruiting for the Job Corps, performance in centers, and subsequent Armed Forces entry rates will be assessed by the Job Corps.

b. The advanced career training program in junior and community colleges must be comprehensively evaluated. In fiscal 1979, a pilot study will be completed assessing costs, the likelihood that enrolled youth would have benefited on their own, the effect on Job Corps recruitment, the reactions of enrollees in centers, the effectiveness of the counseling and selection system within Job Corps, the success of youth in the advanced component and the degree of vocational preparation. By the end of fiscal 1979, a sophisticated research design will be developed to assess training-related placement rates, the long-term impacts on enrollees and the success probabilities of various groups. This evaluation will be implemented in fiscal 1980.

c. The industry work experience program will be studied by following up a matched sample of youth who do and do not move on to an industry work experience component. There will be an independent study of the industry training center concept, but this will not be implemented until fiscal 1980 since this is a long-term treatment and it will be impossible to judge impacts at an early date.

d. The experiments with speciality centers and those run by community based organizations and prime sponsors will be assessed from regular performance data on a continuing basis. Periodic reports will be prepared by Job Corps national office.

2. Educational Improvement Effort--The Job Corps is one of the largest alternative education systems in our country. However, with emphasis on placement and vocational training, and with budget stringencies, educational offerings have been somewhat neglected in recent years. In 1974, a new mathematics instruction system was implemented. Some centers have introduced new programs. But there has been no comprehensive effort to assess or upgrade educational offerings. The potential of the Job Corps as a laboratory for testing alternative education approaches has not been realized. The EIE would consist of the following steps:

a. The reading program in the Job Corps will be revamped based upon assessments of available educational materials and approaches.

b. The characteristics of the educational program including teacher training, student/pupil ratios, materials developed at different centers, pay levels, gain rates, and enrollee perceptions will be determined in a comprehensive survey of education in Job Corps.

c. A study of computer-assisted learning and its potential for Job Corps will be completed.

d. Alternative educational enrichment approaches including those emphasing (1) new materials, (2) computer assisted education, (3) teacher motivation and training and (4) pupil motivation, will be implemented in alternative centers under a carefully designed experimental program to determine which is most cost-effective in improving Job Corps learning rates.

3. Vocational Improvement Effort

a. A pilot study of placement experience by occupation of training will be completed to determine the most successful training approaches and the relative success of centers. The least effective courses will be identified and either new materials and approaches developed or the courses dropped.

b. The content of vocational offerings in the Job Corps will be assessed to determine what is really being taught and learned.

c. Union sponsored training programs, which have high placement rates and placement wages as well as high costs, will be examined from a benefit-cost perspective.

d. New training components will be introduced in advanced automative training, heavy equipment operation, maritime skills, computer operations and customer relations, solar energy, petroleum industry skills, and paraprofessional skills for employment and training programs. The effectiveness of these components will be monitored and assessed.

e. The impact and effectiveness of various vocational exploration systems in use in Job Corps will be explored.

4. Performance Issues Assessments

Job Corps has one of the most sophisticated reporting systems of any employment and training program. This can be utilized to a much greater extent to assess various issues affecting Job Corps performance. Studies could be commissioned by experts or by doctoral students based on available data supplemented by interviews with corpsmembers and staff. The following subjects would be studied:

a. Characteristics of early dropouts and the reasons for early terminations.

b. Coeducational mixes and their effect on termination rates and subsequent labor market success.

c. Relative cost-effectiveness of large vs. small centers.

d. Effect of distance from home on success in the Job Corps.

e. Analysis of the placement system and its problems.

5. Economic Impact

The major evaluation of Job Corps' impact was completed in fiscal 1978 and was based on a followup of youth 6-9 months after they terminated. The control group may have been in the labor market over the period of corpsmember enrollment, giving them a head start, so that the relative status of corpsmembers might improve after the followup survey as they apply their skills and learning. On the other hand, evidence from 1960's studies suggested that the benefits of Job Corps deteriorated rather than increased. The duration of benefits is critically important in estimating cost effectiveness. If feasible, a 12-month and perhaps an 18-month followup will be added to the current assessment to determine economic impacts over time.

6. Corpsmember Surveys

Finally, CETA mandates that "the Secretary arrange for obtaining the opinions of participants about the strengths and weaknesses of the program...." In order to do so, research will be conducted to develop an attitudinal questionnaire to be administered to randomly selected corpsmembers periodically and/or included as an integral part of the regional and national office review function.

The instrument would be designed to establish corpsmember perceptions of the program, including academic curriculum, the adequacy of vocational skills training, the center's physical environment, staff attitudes, center rules and regulations, corpsmembers behavior, and their likes and dislikes of food served at the center. The survey should reveal needed programmatic changes as well as offering a basis for improving staff-corpsmember relationships.

Crosscutting Demonstration Activities

The YCCIP, YETP, Summer and Job Corps discretionary activities are designed to address similar issues from a variety of perspectives so that the results can be synthesized. The existence of an Office of Youth Programs

with direction over all these efforts permits even greater coordination in order to address the question "How can youth programs be better integrated to improve administration and to provide more comprehensive services to youth?"

1. Integration of Youth Grants--Prime sponsors are now faced with a difficult operational challenge in preparing separate plans and keeping separate records for YETP, YCCIP, summer and CETA Title II youth activities. Consolidation makes sense on a demonstration basis. Demonstration projects will, therefore, be initiated in ten prime sponsor areas permitting coordination of all youth efforts locally under a single grant. Prime sponsors who have formed separate youth divisions with responsibility for all the components will be given priority. Planning for fiscal 1980 year-round programs will take place in the spring and summer of 1979 and will operate through fiscal 1980. In demonstration sites, waivers of regulations will be sought and additional planning monies will be provided. Likewise, allocations above current levels will be guaranteed with discretionary funds in order to permit careful advanced planning. Summer, YETP and YCCIP discretionary funds will all be set aside for this purpose and should amount to about 10 percent above the usual grants to the participating prime sponsors.

2. Year-round VEPS--For several years, HRDI and NAB have operated a successful vocational exploration program as a nationally funded component of SPEDY. In order to achieve greater continuity between this effort and in-school career employment experience, as well as to improve and maintain organizational arrangements, it has been proposed that a year-round VEPS be launched in several cities. Perhaps five prime sponsors would be selected for participation on a year-round basis, with careful tests of the impact of such a coordinated approach.

3. Job Corps Career Ladder Program -- Job Corps has an excellent record of placing its graduates in jobs. The earning gains are significant. However, only a minority move onto career tracks which will result in large-scale, long-term benefits. For this reason, an attempt has been made to introduce a number of advanced career training options. One approach is the "industry training center" notion, where corpsmembers would be recruited into training programs designed for specific jobs and developed with heavy participation by industry. The youth would remain Job Corps enrollees until entering an internship period after which permanent employment would follow. The internship would be financed by YETP discretionary funds while the Job Corps enrollment period would be covered by Job Corps funds. Initial arrangements have been made to train youth as computer customer engineers with the request that the private sector firm guarantee jobs which pay at least $10,000 annually for all completers. The aim is to test whether a continuum of training for more advanced jobs can be achieved. At the same time, an attempt will be made to use these arrangements to organize a consortium of computer companies to participate and to work with Private Industry Councils.

BALANCE AND FEASIBILITY

This knowledge development plan for fiscal 1979 must be judged not only in terms of its information yield, but also its administrative feasibility and the extent that it meets goals such as involvement of and coordination with other youth-serving agencies, and the utilization of community based groups of demonstrated effectiveness.

There is no question that this is an ambitious agenda of research, evaluation and demonstration activities. It makes full use of YEDPA, Job Corps and SPEDY discretionary authority. While almost all projects have an immediate payoff in terms of the employment and training of youth, they must be carefully structured so that they can meet learning objectives as well. This is only possible as a result of building on the base established in fiscal 1978 and using all available agencies as well as the full capacities of the CETA system and community based groups.

The array of projects enumerated is formidable. The efforts of fiscal 1978 will carry over into fiscal 1979, putting serious strain on delivery and assessment capacities since ongoing projects must be developed and monitored while new projects are being put into place. There will be pressures from groups which cannot be funded from other discretionary resources which are likely to be declining. Greater awareness of youth resources has led to increasing requests. It is important to maintain interagency linkages insofar as possible since this helps leverage resources, and achieves a more balanced perspective. Finally, it is important to get most of the projects underway early in the fiscal year if any useful results are to be provided for the formulation of policy in 1980 or soon thereafter.

The implementation strategy in the following table is outlined in terms of start-up dates, implementation mechanisms and funding levels. It is a tentative plan and there is no firm commitment to any specific project, approach, target date, or most critically, funding level. However, the record in fiscal 1978 suggests a fairly close adherence to the broad parameters of the knowledge development plan.

The most critical issue is whether this ambitious agenda is manageable. A review of the implementation strategy suggests that the use of the existing delivery base, reliance on interagency linkages, heavy use of prime sponsors' capacities and a head start during fiscal 1978 should allow for the achievement of most of this agenda. What cannot be prudently accomplished in fiscal 1979 will be postponed into fiscal 1980.

IMPLEMENTATION STRATEGY SUMMARY

This plan is tentative and does not represent a commitment of funding levels or specific delivery approaches. Other projects may be added and some subtracted. In Several cases, continuing costs may be deferred to fiscal 1980 subject to funding availability. The outlined projects total to the amounts projected in the President's 1979 budget request. If more resources are made available, obligations that would otherwise have been deferred will be funded in fiscal 1979 and the subsequent phase-down of demonstration projects will be on a slower schedule, increasing the knowledge development payoff.

PROJECT	IMPLEMENTATION TIMETABLE	DELIVERY MECHANISM	BUDGET	
Entitlement Projects	The extension of all sites through the 1979-1980 school year would occur during fiscal 1979 The model education projects will be selected and designed in the first half of the 1978-79 school year for implementation in the second half.	The projects will be in the already selected sites with research and demonstration assistance from the Manpower Demonstration Research Corporation.	Continue all projects through 1979-1980 school year. High Intensity Education Demonstration Contingency and Research *These are estimates based on very early experience. The exact Totals are uncertain.	$93.5M 7.0M +6.5M
Community Improvement				
1. Rural Housing Improvement	An interagency agreement, work plan and research design were developed in fiscal 1978. The resources will be transferred early in fiscal 1979 to CSA. Projects will be implemented beginning January 1979.	The Community Services Administration will be transferred funds to subcontract with rural CAA's and CDC's; FmHA will make loan and housing stock commitments.		$4.0M

2. Public Housing Improvement	An interagency agreement, work plan and research design will be developed early in fiscal 1979. The resources will be transferred to HUD. Projects will be implemented before the second half of fiscal 1979.	The Department of Housing and Urban Development will administer the project under the auspices of an intra-agency task force established to handle the public housing upgrading strategy. Contracts will be signed with public housing authorities and tenant organizations in sample areas.	$10.0M
3. HUD-CDC Demonstration	Successful CDC demonstrations will be continued for a phase-out period during fiscal 1979 with an emphasis on placement of participants	The Department of Housing and Urban Development will continue to administer this project with an amendment to the current interagency agreement.	5.8M
4. Low-Head Hydro-electric Project	A planning grant was provided to the Wayne County prime sponsor in fiscal 1978. Dam improvement will begin in fiscal 1979. Hydroelectric work would be implemented in fiscal 1980 if feasible.	The Department of Energy would work with OYP in assessing hydroelectric potential and in arranging financing for equipment if the hydroelectric generating potential exists. The Wayne County and Detroit prime sponsors will jointly operate the project	1.1M
5. Weatherization Improvement Project	An interagency agreement will be developed early in fiscal 1979. The grantee will be selected and work will start by late 1979.	The Department of Energy would take the lead through an interagency agreement with Department of Labor and the Community Services Administration. A single grantee would be selected. Department of Energy would contribute all weatherization funds needed. Community Services Administration would contribute capital. Office of Youth Programs would pay for wages and supervision.	1.0M

YETP Discretionary Activities

1. Continuation of projects developed in fiscal 1978.	Research projects in each of the identified subject areas in the 1978 work plan will be funded when arrangements are approved by OYP and when a research plan has also been approved. The major initiative in fisal 1979 will be the wage subsidy experiments. There will be a special demonstration of the "Social Bonus" concept.	The Corporation for Public/Private Ventures will develop these projects and the research designs. It will also study many of the other private sector initiatives. This is simple a continuation of already agreed-upon arrangements.	$6.5M
a. Private Sector Iniatives Demonstration			
b. Corporation for Youth Enterprises	The Corporation will be fully funded subject to review of performance relative to its implementation plan. Enterprises will begin early in fiscal 1979.	The Corporation for Youth Enterprises is jointly funded by CSA, Labor and OMBE. An interagency agreement outlines the separate responsibilities, with CSA taking the lead.	1.5M
c. National Logitudinal Survey	The first questionnaire developed in fiscal 1978 will be applied in January and February 1979. Results will be processed quickly. There will be a sizeable pretest available early in fiscal 1979 which may yield some generalizeable information.	The Ohio State University Research Foundation will continue the contracting for this project through its life.	2.0M
d. Continuous Longitudinal Manpower Survey	A small sample will be implemented for fiscal 1978 enrollees. A more fully developed questionnaire will be applied in fiscal 1979.	This will be added to the ongoing survey by Westat and U.S. Bureau of Census.	1.5M

e. Youth Service Experiment in Rural Areas	Planning would occur in the first half of fiscal 1979 for implementation of the National Youth Service approach in a rural area. Implementation would begin in the spring of 1979.	Administrative arrangements for this project have not yet been decided.	$2.0M
f. Work Education Council	Selected work education councils will continue to receive support. There will be a startup of a few new projects in rural areas.	The National Manpower Institute will provide national technical assistance	.7M
g. Education Entitlement Voucher Demonstration	Extensive conceptual design efforts were required in fiscal 1978. The implementation will presumably begin in mid-fiscal 1979.	Delivery agents and approaches have not yet been determined	5.0M
h. The Career Intern Program	Another grantee will be selected to operate a Career Intern Program following the OIC model. There will be a special emphasis on Spanish-speaking youth. The Philadelphia prototype will also be refunded.	These projects are delivered by community based and minority organizations	2.0M
i. Miscellaneous Projects	The projects in this category include Project Hope--an allied health training program--PUSH for Employment--a motivational and career education program for disadvantaged youth--and the Texas Association of Developing Colleges outreach effort.	Diverse arrangements were made in fiscal 1978 for the operation of these projects	1.0M

2. Exemplary In-School Incentive Grant	If possible, a competition will be undertaken in the first half of fiscal 1979 for projects that will be developed over the remainder of the school year and summer for implementation in the 1979-1980 school year.	As in the 1978 effort, grantees will be selected through a competition, with research and demonstration assistance provided by Youthwork, Inc. The OYP share will be matched by $2.0 M from OE.	$6.0M
3. Vocational Education/ CETA Linkage Incentive Grants	An interagency agreement will be developed and funds transferred to OE early in fiscal 1979. The grant competition will be in the Spring of 1979.	The Office of Education will administer these grants as part of the vocational education program. The OYP contribution will be matched by $4.0M from OE.	2.0M
4. Mixed Income Experiments	The broad design parameters have already been established. Prime sponsors will be selected to develop programs for funding in fiscal 1979 subject to approval of their research designs. There will be two in-school and two out-of-school experiments	Selected prime sponsors will develop proposals within broad parameters established by the Office of Youth Programs. Regular formula funds will be used to support disadvantaged participants.	4.0M
5. Juvenile Delinquency Treatment and Prevention Demonstration	The design will be worked out by November 1979 and funding will begin shortly.	The projects will be administered by a variety of offender treatment agencies including State agencies and community based organizations.	5.0M
6. Runaway Youth Demonstration	An interagency agreement, work plan and research strategy will by developed in early fiscal 1979. Funds will be transferred	The program would be administered by HEW's Division of Human Services under the terms of an interagency agreement with the Department of Labor.	2.5M
7. Career Ladder Program	A planning grant was provided in fiscal 1978. A funding decision will be made in November 1979.	A consortium will be developed with administration of the grant through an institution of higher education.	2.0M

8.	Private vs Public Employment Demonstrations	Prime sponsors and delivery agents will be selected in early fiscal 1979 to develop programs for funding in fiscal 1979 subject to approval of their research designs. There will be three projects.	Selected prime sponsors or community based groups will develop proposals within broad parameters established by the Office of Youth Programs. An attempt will be made to draw from PSIP target sites.	$6.0M
9.	Supported Work	Three sites will be selected. Planning funds will be provided for the design of projects with implementation early in 1979.	The Manpower Demonstration and Research Corporation will aid in the research aspects of this project through a modification of its existing contract with the Office of Policy, Evaluation and Research.	3.0M
10.	Limited Scale Demonstrations	Each of these projects will be developed in fiscal 1979 as resources become available.	Insofar as possible, these demonstrations would be designed and implemented by the Office of Policy, Evaluation and Research in the Employment and Training Administration.	3.0M
11.	Public Information Demonstration	This will be designed early in fiscal 1979 with implementation in the second half of the year.	Administrative arrangements have not yet been determined.	.5M
12.	Citizen Involvement In Job Placement	An interagency agreement and work plan will be developed early in fiscal 1979. The project will begin immediately.	ACTION will administer the overall project with a subgrant to a CBO.	2.0M
13.	Post-Secondary Institutional Involvement.	An interagency agreement and work plan will be developed with HEW early in fiscal 1979 with grants carried out in early calendar year 1979.	FIPSE will administer this grant effort through its regular channels.	1.0M

14. Research and Evaluation	The projects would be implemented as feasible in fiscal 1979. The Conferences will be planned early in fiscal 1979 so that they can have a timely impact.	Insofar as possible, the research activities would be handled through ASPER and OPER. The $.5M transferred to ASPER will be subject to the approval by OYP of a knowledge development plan by ASPER.	$2.0M
15. Technical Assistance	A detailed technical assistance plan will be developed for fiscal 1979.	These activities will be developed by OYP.	1.0M
YACC Demonstrations	The projects would be designed and sites selected in early fiscal 1979. The interagency research committee would handle the design phase.	The evaluation funded with YETP resources would be handled by OPER. The operational aspects would be handled by Agriculture and Interior in the enrichment demonstration, and the ES in the transition services demonstration. YACC funds would be used for this purpose.	2.0M
Summer Program Demonstrations			
1. Mixed Services Demonstration	Selected prime sponsors would be given planning monies early in fiscal 1979, and broad paramenters would be established by the Office of Youth Programs in conjunction, in the case of the dropout reduction demonstration, with the Office of Education. The project would be implemented in the summer of 1979. There would be 4 sites for the demonstrations. SPEDY discretionary resources will be used.	Selected prime sponsors would operate the project within agreed upon parameters.	2.5M

2. Dropout Prevention Model	Selected prime sponsors would be given planning monies early in fiscal 1979. OYP would work closely with OE in HEW.	Selected prime sponsors would operate the project within agreed upon parameters.	$2.5M
3. Upward Bound	OYP will develop an interagency agreement with OE. The program would be implemented in the Summer of 1979.	The Office of Education would administer the program.	2.0M
4. Design Alternatives Demonstrations	Four sites would be selected. SPEDY discretionary resources will be used. Selected prime sponsors would be given planning monies early in fiscal 1979.	Selected prime sponsors would operate the projects.	3.0M
5. Motivation and Enrichment Component	Design work would be completed in early fiscal 1979 for completion in the summer of 1979. An interagency agreement would be developed with CSA SPEDY and CSA recreation money would be used.	A consortium of unions headed by the NFL Players Association would operate the camps. The vocational exploration components would be handled under subcontracts.	1.5M
6. Evaluation of SPEDY	RFP's would be let in fiscal 1979 to have the evaluation in place for the summer program. SPEDY discretionary funds would be used.	OPER would handle this evaluation.	.5M
Job Corps			
1. Job Corps Evaluations of New Components	An ongoing evaluation of the Advanced Career Training Program In Junior Colleges will be initiated in-house during fiscal 1978 and continued in fiscal 1979. The other evaluations will be designed in fiscal 1979.	Insofar as possible, these evaluations will be completed in-house to save money.	

2.	Education Improvement Effort	This will be designed and implemented in fiscal 1979.	Job Corps will be responsible for this effort.	$1.5M
3.	Vocational Improvement Effort	This will be undertaken late in fiscal 1979.	Job Corps will be responsible for this effort.	.5M
4.	Performance Assessments	An attempt will be made to initiate all these assessment projects in fiscal 1979.	These studies will be carried out through regional contracts, in-house analysis and the use of dissertation candidates. It may be necessary to commission an outside group--such as one of the manpower institutional grantees--to coordinate and structure these studies.	.1M
5.	Long-Term Economic Impact	A decision will be made on another followup based on assessment of preliminary results.	If commissioned, this could be operated by OPER through a modification of its existing contractor. ($1M to be funded by OPER)	
6.	Corpsmember Surveys	A survey instrument will be developed and tested in the first half of fiscal 1979. It will be implemented quarterly if it proves worthwhile.	Work will be carried out by Job Corps staff.	

Cross-Cutting Demonstrations

1. Integration of Youth Grants	Plans will be developed jointly with a group of prime sponsors and public interest group representatives early in fiscal 1979 to be implemented in the fiscal 1980 planning cycle. Funds from YCCIP, YETP and summer discretionary funds will be used to cover the demonstrations.	The prime sponsors will operate this plan. There will be an evaluation design across all plans.	SPEDY YETP YCCIP	$1.0M 1.0M .5M
2. Year-round VEP's	The demonstration would take place in five locations.	HRDI & NAB would direct this program under a national contract.	YETP SPEDY	1.5M 4.5M
3. Career Ladder Program	This was designed in fiscal 1978 and will be implemented, if approved, in fiscal 1979.	Private industry would operate this program under contract with Job Corps. ($2.0M fiscal 1978 and $2.0M fiscal 1979).	YETP Job Corps	1.0M 1.0M

The Community Improvement demonstrations will be administered through interagency agreements. The agreements and contracts have been developed and negotiated in fiscal 1978 for signing early in fiscal 1979. There will be no new competition for Entitlement projects and the existing research and demonstration agent will be utilized, minimizing the demands of the program, which were extensive in fiscal 1978. The enriched education components will be established as feasible in fiscal 1979, with impact analysis beginning in fiscal 1980.

The YACC enrichment component will be developed through an amendment to the existing DOL-Agriculture-Interior interagency agreement. Likewise, the YACC transition service demonstration would be largely worked out between the Employment Service, the Office of Youth Programs and Agriculture and Interior.

Under YETP, the projects already contained in the fiscal 1978 plan will require little new development. Administrative burdens will be greatest for the educational voucher experiment but this demonstration is not scheduled to begin until the second half of fiscal 1979. For the new 1979 projects, existing agents will be used so far as possible. Private sector initiatives such as the career ladder demonstration will be developed in fiscal 1978 and studied under the overall private sector initiative umbrella. The exemplary in-school grants will be operated in the same way as the 1978 program, but with even more time for the competition and selection. The procedures which have been established should make this a much less difficult process. CETA prime sponsors will play an important role in the mixed income and private vs. public sector employment demonstrations as they did in the mixed services approaches in fiscal 1978, designing discretionary projects under certain broad parameters. The runaway youth and post-secondary institution involvement demonstrations will be run by HEW. Research and demonstration projects will be handled insofar as possible by OPER and ASPER within the Department of Labor. The Job Corps agenda involves mostly in-house studies, or amendments to existing contracts. An attempt will be made to find an "umbrella agent" for the more specific research projects. The SPEDY demonstrations will, again, be developed by prime sponsors under general parameters established by the Office of Youth Programs.

In many of these programs, substantial developmental work has been completed in fiscal 1978 so that contracting and interagency transfers will occur early in fiscal 1979 and the projects can operate through a substantial portion of the year. The outlays/obligation ratio for fiscal 1979 discretionary projects will assuredly improve over the fiscal 1978 rate.

Another critical issue is the balance of this knowledge development agenda in terms of the likely delivery agents. If lessons are to be integrated into ongoing CETA programs, prime sponsors must have a major role. Interagency approaches are most important where agencies other than the Department of Labor have major authority. YEDPA specifically mandates special consideration for community based groups. Finally, complicated research and demonstration approaches require rigorous analysis, a high level of technical expertise and neutrality about the outcome, suggesting the need for monitoring by analytical offices or intermediary groups.

CETA prime sponsors will have an important design role in the mixed income experiments, supported work, the private vs. public employment demonstrations, and the summer program demonstrations, particularly the year-round approach. Procedures were developed in fiscal 1978 so that all discretionary activities in prime sponsor areas would be integrated into local planning; where possible, projects would actively be administered through the sponsor even if the delivery agent were a community based group. For instance, under the exemplary in-school grants program, proposals may be initiated by any local education agency but they must be assessed and screened by the prime sponsor, and the contracting is done with the prime sponsor.

Interagency linkages are particularly important in the public and rural housing community improvement demonstrations as well as the juvenile justice and runaway youth models. The post secondary institution in which demonstrations will be operated by FIPSE in HEW. The YACC interagency approach is required by law. HEW/DOL linkages are important where educational enrichment is being undertaken.

There is a reduced emphasis on intermediary organizations other than following through on projects initiated in fiscal 1978. The private sector research and demonstration agenda will be carried through in fiscal 1979. There will be another smaller round of exemplary in-school incentive grants, again with the assistance of the nonprofit intermediary. The youth entrepreneurship group will begin operations and the Manpower Demonstration Research Corporation will continue its role in Entitlement. The share of discretionary activity operated through these groups will, however, decline compared to fiscal 1978 as emphasis is shifted from pure research and demonstration to more operationally-oriented issues.

There will be an extensive role for community based groups in these discretionary activities. The ultimate delivery agents in many of the projects are community based groups. CAA's and CDC's are the deliverers under the rural housing and HUD-CDC demonstrations. Tenant organizations will be involved under the public housing demonstrations. Many of the in-school grant deliverers will be, as in fiscal 1978, community based groups. Half of the projects in the Juvenile Delinquency Treatment and Prevention Demonstration will be developed by CBO's, while most of the grantees under the remaining youth projects will be locally based. Every effort will be made to utilize CBO's wherever possible in the limited scale demonstrations as well as in research activities.

Undertaking and realizing this challenging multi-faceted agenda will require a continuing commitment to knowledge development objectives. This must include provision for timely contracting, and for careful monitoring. There is no doubt that the effort will strain the delivery capacity of the Employment and Training Administration and the CETA system. However, with decreasing priority on the public service employment expansion and with an overall commitment to addressing the youth employment problem, needed resources can be made available. It is important to recognize that this will be a commitment for fiscal 1979, with the anticipation that in fiscal 1980, phaseout operations will begin and the focus would shift to synthesizing, replicating and applying what has been learned rather than initiating additional projects other than those mentioned in this plan which cannot be feasibly monitored in fiscal 1979.

THE KNOWLEDGE DEVELOPMENT PAYOFF

While the demonstration activities should justify themselves in terms of the employment and training services they provide to youth most in need, the institutional changes and the targetting they achieve, the purpose of structuring these activities so carefully and implementing them so deliberately has been to learn as much as possible about the youth employment problem and how it can most effectively be alleviated. The most crucial issues for this knowledge development plan are therefore, what will be learned and when. Three of the four major YEDPA programs---YETP, YCCIP and YIEPP--are authorized only through fiscal 1980. It is anticipated that by that time, many of the critical issues underlying youth policy will be resolved to a greater degree so that major decisions can be made. For recommendations to be formulated and legislation passed by the end of fiscal 1980, these must be based on results which will be available at the latest by the fall of 1979.

The preceding schedule for the implementation of 1979 discretionary activities makes it quite apparent that there will only be limited information from these projects by this time. Even on a rapid implementation schedule, most will not complete a design and contracting until the end of the first quarter of fiscal 1979. The results of the first half year's operations can hardly be tabulated and analyzed by the end of 1979 and only interim process findings will be available reflecting mainly the start-up difficulties. Most of the information yield for the end-of-1979 decisions will have to come from projects implemented in fiscal 1978. Here, too, the findings are limited to early results and developments rather than long-term impacts.

Obviously, "knowledge development" and resulting policy formulation must be a continuing process. The knowledge development payoff of research, evaluation and demonstration activities launched in fiscal 1978 and 1979 will continue for years into the future. Decisions cannot always wait, however, and it is critical to determine what will be available within different time horizons. The following analysis seeks to determine for each

key issue the information which will be available from the range of fiscal 1978 and 1979 knowledge development activities at each of three dates:

(1) Available by December 1978 for submission in a March 1979 report to Congress.

(2) Available by December 1979 for submission in March 1980 report to Congress and for use in policy deliberations concerning legislation past fiscal 1980.

(3) Available sometime after December 1979.

A Matrix of Issues, Information Sources

Issue 1. The impacts of employment and training services on school retention and completion--

Time Period 1.

a. The Entitlement program data will yield some indication of the return-to-school rate and the immediate dropout reduction impact of the program. This, however, will reflect the impacts of operations after one semester and one summer. It will be based on school data rather than survey data which will yield more accurate net impact measures. It will not reflect planned 1979 imprints in alternative education programs.

b. The funded reviews of previous studies will indicate the impacts of past programs on school retention and completion.

c. The preliminary evaluation of the Job Corps ACT program in junior and community colleges should indicate whether the economically and educationally disadvantaged youths who enter Job Corps can effectively participate in post-secondary education. This will, however, reflect only 9 months of experience in the program.

d. The quality of academic credit for work experience has a direct impact on school completion to the extent it fulfills graduation requirements. The process evaluations of YETP and YCCIP will yield some early indications of the prevalence of academic credit arrangements. Review of plans for fiscal 1979, will indicate the number of youth for whom arrangements are anticipated. The background papers from the Exemplary In-School grants in this academic credit subject area will indicate different approaches and the applications will suggest the state of the art.

Time Period 2.

a. A full 18 months of operations of the Entitlement sites can be assessed. There should be a much better fix on how many youth return to school or stay in school as a result of job guarantees. However, the follow-up survey of Entitlement areas cannot be completed in time to get precise estimates of net impact. The same rough and ready techniques will be used as in the previous year, but the impact of the programs should be more noticeable.

b. The CLMS follow-up will yield data on the numbers and characteristics of student-participants who complete or drop out. Analysis of this data may provide some insight into the interaction between programs and outcomes.

c. The Exemplary In-School Grant competition in the subject area "Retention of the long-term dropout" will yield indications of the state of the art and the research papers related to the effort should give an indication of the dimensions of dropout problems and what we know about solving them.

d. The Job Corps Education Improvement Effort background study should provide data on the reasons for dropping out of regular schools and the factors behind GED completion in Job Corps.

e. Preliminary Career Intern Program results should indicate whether the replicated projects are having the same completion rates as the original CIP model in Philadelphia. Since this was so carefully studied, simulations should be possible.

f. The process study of the In-School Apprenticeship Initiatives should indicate the completion and return to school-rate of youths who participate in this program, again by rough and ready measures.

g. Many prime sponsor knowledge development agendas called for tests of this question. Surveys of the results should give some indication of their experience.

h. The results of the exemplary-in-school grant in the academic credit subject area will suggest whether credit for work experience can make a meaningful contribution to school completion. The process evaluations of YETP & YCCIP should indicate how many youths have received academic credit.

Time Period 3.

a. Research for the Entitlement program is designed to determine the impacts on school retention and completion, as well as the long-term impacts of retention and completion on future employability. The impacts on dropout return after one and one-half years of operation, should be available early in 1980. It will take several years to determine the effects of multi-year entitlements. However,

as far as is possible through a large scale structured demonstration, the question should be answered. Moreover, the results of the educationally enriched entitlement experiment should indicate whether extra investments in education in addition to the job guarantee pay off in terms of increased school return by dropouts as well as retention and completions.

b. The SPEDY demonstrations with work vs. services emphases and with special efforts for the dropout prone, as well as the rigorous impact assessment of SPEDY, should indicate whether summer employment does have or can have a significant impact on return to school rates.

c. The Career Intern Program assessment should provide indications whether this alternate education approach emphasizing employability development increases retention and completion to the same extent as the CIP prototype.

d. A comprehensive evaluation of the Job Corps junior college program will indicate the ability of Job Corps to participate in advanced education. The Educational Improvement Effort will determine the best alternate means to promote educational gains and hence GED completion among less advanced corpsmembers.

e. The CLMS follow-ups will provide a wealth of information about the effects of different types of interventions on the school completion rates of different types of youths.

f. Over the long-run, the National Longitudinal survey, with a format developed specifically to address the problems of economically disadvantaged

youth and to determine the impacts of program interventions, will be able to yield a good picture of all the factors related to school completion, particularly the effect of employment and training services.

g. The results of the exemplary in-school grants for dropouts should indicate whether completion rates can be improved and whether more youth can be attracted back into schools.

h. The incentive grants for post-secondary institutions have the aim of providing economically disadvantaged participants in youth programs the opportunity to complete remedial education and to go on to junior and community college. The results which will be largely demonstrations of the feasibility vs. alternatives, will be available by 1980.

i. The education entitlement voucher experiment will over several years indicate whether the GI bill entitlement will encourage increased participation by economically disadvantaged youth in post-secondary education.

Issue 2. <u>The School-to-work transition process and ways it can be improved</u>--

Time Period 1.

a. A preliminary evaluation of work-education councils will shed some light on the effectiveness of these institutions.

b. The background papers for the exemplary-in-school grant focusing on occupational information and counselling will suggest what we know about this subject and the state of the arts. The competition will help identify model programs which may be effective in achieving school to work transition.

c. All other information available at this time will deal with progress in implementing demonstration programs such as the school-to-work transition demonstration.

Time Period 2.

a. The initial CLMS follow-up will provide information on the programmatic and personal factors associated with successful transition from school into the labor market, although most of the early results will be heavily weighted by start-up phases of the programs as well as by the results for early terminees.

b. The results of the 6-month follow-up of participants in the school-to-work transition demonstration should yield a reasonable picture of the effectiveness of alternative approaches, although the results may not be fully available until March 1980.

   The entry/exit measures will certainly be available and should indicate the effectiveness of different approaches and delivery agents for in-school transition services.

c. The knowledge development activities associated with the exemplary in-school grants for occupational information and private sector involvement should yield assessments concerning in-program benefits as well as limited follow-up. The results will suggest what approaches leave youth better prepared for and with better entree into the world of work. This will be a demonstration of the feasibility of alternatives more than a rigorous empirical test.

d. The preliminary findings of the survey of occupational information presentation at the secondary level funded through NOICC should be available by this time to indicate what is provided to secondary students.

e. The early results of the citizen involvement demonstration should suggest whether volunteers can aid youth in the transition process.

f. The viability of work education councils without national office support will be determined in the short-run, as well as the number of such institutions developed by CETA prime sponsors.

g. A process evaluation of the in-school apprenticeship initiatives will indicate by this time the major efforts of the first round of projects in moving youths into apprenticeship positions from school.

Time Period 3.

a. The Entitlement program will yield a great deal of evidence about the school-to-work transition process of participants. This will suggest whether guaranteed employment during the school years and greater education ease the transition, and the types of youth for which the impacts are greatest.

b. The National Longitudinal Survey will yield voluminous information about the transition process. Preliminary conclusions can be drawn once the first two years of interviews are completed so that transition problems can be assessed. Particularly important will be an improved picture of how program participation occurs for individuals over this transition period, since little is known about multiple interventions.

c. The CLMS will provide a good deal of information about the characteristics of participants and programs which lead to future success. It will help determine whether the Career Employment Experiences offered under YETP have any different impact than traditional in-school programs.

d. Evaluations of the in-school apprenticeship initiative will indicate the viability of this approach in easing the school to work transition.

e. The exemplary in-school grants program, particularly its focus areas related to occupational information, private sector involvement, and new forms of career induction, will yield impact information as well as research on the state-of-the art, model programs and how-to-do-it guides.

f. The experiments with saturation occupational information and with alternative forms of occupational information will indicate the actual and potential impacts of better information on easing the transition process.

g. The Vocational Education/CETA Linkage grants, the SPEDY-Upward Bound Demonstration, and the Incentive grants for the Involvement of Post Secondary Institution will demonstrate ways in which the barriers between the education and employment and training systems can be bridged.

Issue 3. The productivity and meaningfulness of work experience and how they can be improved --

Time Period 1.

a. On-site assessments will consider supervision, worksite discipline, hours and characteristics of work. The purpose is to provide more information about what actually is going on, particulary the incidence of unsupervised or unstructured work environments. Assessment will be included in the YETP and YCCIP process studies, in-house site evaluations of year round and summer programs, as well as the special analyses of worksites for year-round and summer programs.

b. Work evaluation methodologies will be developed and applied in a sample of YETP, YCCIP and YACC sites. Preliminary results will be available for estimating supply price values. Additionally, Agriculture and Interior will report their estimates of the value of work output under YACC.

c. Model work programs and components will be identified, including an assessment of union sponsored programs. An extensive catalogue of alternative work settings for youth will be developed.

Time Period 2.

a. Evaluations of the Ventures in Community Improvement and the HUD-CDC demonstration projects will permit comparisons between these and regular community improvement project worksites. An attempt will be made in all these cases to assess the value of output.

b. The Entitlement research includes estimates of the value of output from the in-school and summer jobs. The process evaluation will indicate the types of work being done and will permit comparisons between private sector and public sector jobs in terms of skill levels, occupational areas and the like.

c. The work valuation of YETP, YCCIP and YACC should be completed and a methodology developed for prime sponsor usage in making rough and ready assessments of productivity,

d. Assessment of the outcomes for severely disadvantaged youthful participants in existing supported work projects will yield some indication whether the special arrangements produced noticeable benefits relative to other work experience approaches.

Time Period 3.

a. The National Longitudinal Survey will clarify the relationship between employment in the transition period and future employability; specifically, with its focus on economically disadvantaged youth and program participation, it should be possible to tell whether work experience slots are as useful as other forms of employment.

b. The entry/exit and follow-up results of the private sector/public sector demonstration should indicate whether or in what ways randomly assigned youth benefit more from private then public sector jobs.

c. The summer evaluation and demonstrations will indicate the type of jobs which have the greatest impact on youth, as well as testing job rotation and dispersed vs. project assignments.

d. The follow-up impacts of the Ventures in Community Improvement Project compared with traditional community improvement approaches will indicate whether it is worth the investment and extra costs to seek to establish all the linkages and extra supervision in the model.

e. The supported work experiment will be assessed relative to a sample of conventional work experience projects. This will provide another indication whether specially structured jobs with supportive arrangements will have a commensurate impact on future employability.

f. The long-term comparative effects of private vs. public sector employment under Entitlement can be determined from the data which will be collected. Earlier, there will be evidence of the impacts on completion rates, job retention and the like.

g. The job restructuring experiment and the private sector initiatives will suggest the viability of new jobs which can be created, developed or restructured.

h. The Public Housing Demonstration will suggest whether youth are better assigned in teams or integrated with adult work crews, as well as the types of work they can most effectively perform in the public housing setting.

Issue 4. The relative benefits of "sweat" vs "service" approaches -- the first emphasizing work experience and the latter human resource development --

Time Period 1.

a. The process evaluations of YETP, Entitlement, YCCIP, YACC will suggest the degree that the programs represent, on the average, different approaches. In general legislative direction, YETP and Entitlement encourage job enrichment and in school treatments while YCCIP and YACC emphasize hard work and treatment mostly outside the school setting. If judgments are to later be made by comparing the results of these programs, the degree of difference in practice must be determined.

b. The impacts of national VEPs, local VEPs and traditional SPEDY can be compared based upon entry and exit tests for participants. This will indicate whether "enriched" work experience has a more positive impact than "regular" work experience during the summer.

Time Period 2.

a. The early entry/exit impacts of the Service Mix Alternatives Demonstration will be available suggesting the differential effects of work vs. work plus services vs. service programs for randomly assigned economically disadvantaged youth. The follow-ups will not, however be ready, to assess effects on future employability.

b. The entry-exit results of the SPEDY enriched demonstration should be available suggesting whether youth who participate in a significant service component along with work have different changes than those concentrating on work alone.

c. CLMS data for the first wave follow-up of YCCIP and YETP participants may permit comparisons of the two approaches for similar types of youth. The differences are significant to the extent that more services are emphasized for these youth under YETP than YCCIP.

Time Period 3.

a. The follow-up results of the Service Mix Alternatives Demonstration should yield a good picture of the comparative benefits and costs of alternative approaches for serving economically disadvantaged out-of-school youth, i.e. whether enrichment pays off.

b. The Juvenile Delinquency Demonstration results will suggest whether work, service, or a combination of work and service approaches will have a greater impact on trouble-prone youth, both in terms of increasing employability and reducing criminal involvement.

c. The Public Housing Demonstration will be part of a broader anti-crime program in public housing. LEAA money will be used for service opportunities which employ youth as well as for hardware investments in projects. The result should be some general indications about the best ways to reduce crime.

d. The enriched YACC program results can be compared to the regular program through the impact evaluation to determine whether there is a differential impact to justify the added costs.

e. The results from educationally enriched Entitlement sites can be compared with regular sites to determine whether like youth benefit in the long term from the extra education and supportive services.

Issue 5. Testing Alternative delivery mechanisms and approaches -- (The private sector initiatives and the program integration efforts discussed subsequently are also tests of alternative approaches).

Time Period 1.

a. Process evaluations of the alternative Community Improvement discretionary approaches -- the HUD-CDC Demonstration, VICI and the Railroad Project -- will suggest the success of different agents and approaches in the start-up phases. The results will be more descriptive and classificatory then analytical because the experience will still be limited.

b. The school-to-work transition process evaluations will yield evidence of success of the different deliverers in instituting their programs.

c. The process evaluation of YETP and YCCIP will seek to determine whether there are differences in the types of youth served and the characteristics between projects operated by CBO's and those operated by public agencies.

d. The effectiveness of nonprofit intermediaries in aiding demonstration activity will be constantly monitored. By December 1978, it should be possible to report on the success of this approach as contrasted to conventional governmental procedures in mounting demonstration activities.

e. The process evaluations and end-of-year reports will indicate the types of knowledge development activities being carried out at the local level under prime sponsors' authority. This will help in assessing the effectiveness of this approach to nationally designed and implemented demonstrations.

f. The Entitlement program with its job guarantee and year-round treatment approach is, itself, a test of an alternative approach. The feasibility of creating enough meaningful jobs to employ large number of youths in entitlement areas, and to handle the massive start-up problems, will be determined by the end of 1978.

Time Period 2.

a. The school-to-work transition services demonstration should yield a good picture of the comparative effectiveness of different deliverers and approaches, at least as measured by costs, service mixes and entry/exit impacts.

b. Job Corps tracking of participants in the ACT junior college program will indicate whether this is an effective supplement to existing operations. Likewise, assessment of the performances of centers operated by CBO's, Indian groups, prime sponsors and minority firms will indicate their comparative performance in the start-up phase of center operations. The cost effectiveness of union operated training programs within Job Corps will also be assessed.

c. The short-term impacts of the alternative community improvement approaches should be determinable, particularly costs, productivity, dropout rates and in-program changes. The follow-up results will be available in only a limited number of cases.

d. The impacts of Entitlement on local economies, the feasibility of the idea, the costs and innovative approaches will be demonstrated by December 1979.

e. The effectiveness of nonprofit intermediaries will be better understood, particularly their ability to serve the umbrella function of integrating disparate activities within broad subject areas.

f. By the end of the period, it should be possible to determine the output of prime sponsors' knowledge development efforts as well as their effectiveness in developing nationally designed projects in which prime sponsors were given a lead role. It should be possible to determine the types of research, evaluation and demonstration activities prime sponsors are able to deliver.

g. The CIP experience will suggest the effectiveness of the alternative education approach and whether it can be replicated. The results will be mainly focused on operational effectiveness.

h. The Job Corps Educational Improvement Effort will yield some early evidence about the impacts of different approaches on educational gain rates, dropout rates, and attitudes toward an education.

Time Period 3.

a. The results of the Educational Voucher experiment will suggest whether this is an effective way to enrich and follow through on work experience programs.

b. Over the long-run, the effectiveness of alternative schools will be tested. The inclusion of deliverers other than OIC in CIP will indicate whether deliverers can also be varied. There will be an attempt to compare these nationally supported efforts with those developed locally under YETP.

c. The Citizen Participation demonstration will be compared with regular placement services and with the job search skills approach in order to determine the best way to secure jobs for youths.

d. There can be comprehensive evaluations of the relative effectiveness of prime sponsors in knowledge development activities, of nonprofit intermediaries in research and of prime sponsor, CBOs and Indian groups in managing Job Corps centers.

e. The effectiveness of the military, junior college, industry work experience and other new program options in the Job Corps can be assessed relative to the cost-effectiveness of regular operations.

f. The various community improvement approaches and delivery agents used under the railraod projects, public housing based effects, direct federal - CDC neighborhood improvements, the rural aged/ youth project and the low-head dam effort will be compared in terms of costs, feasibility and impacts on enrollees and the communities.

g. The Job Corps Educational Improvement Effort will determine the longer-term impacts of different education approaches on education gains and future employability.

h. Comparisons between urban and rural community youth service experiments will aid in determining whether different approaches are necessitated by differing conditions in rural areas.

i. A variety of entrepreneurship approaches will be tested ranging from the large scale Corporation for Youth Enterprises to smaller Projects under the Private Sector Initiatives as well as other school-based projects under the Exemplary In-School Grant program. The effectiveness of the overall concept, as well as the alternative approaches and the feasibility of different business ventures will be tested.

Issue 6. Longer term benefits to employment and training programs for youth -

Time Period 1.

a. A comprehensive evaluation of Job Corps based upon a 6-month follow-up of participants will yield a good picture of the success of participants and the important factors.

b. The theoretical studies concerning long-term follow-up and choice of control groups will be assessed in the papers presented in the Conference on Employment Statistics and Youth.

Time Period 2.

The impact measures for in-program benefits in the different demonstrations will be compared to the follow-up results to determine whether there is a correlation and to make a validity check on the projection of long-term effects by short-term impacts.

Time Period 3.

a. The NLS will have a variety of questions about program participation -- much more detailed than the previous National Longitudinal survey. It will also be focused on economically disadvantaged youth so that a large population

will be participants. This should yield as good information as is possible about the impact of government interventions.

b. The relatively untapped data from the survey of the class of 1972 will be examined to determine whether in-school activities, including participation in employment and training programs, have made a difference over the longer run. This will yield a four-year follow-up.

c. The CLMS will have a 12-month follow-up of youth who participate in YETP and YCCIP. The questionnaire is being expanded to yield more information about participants and their attitudes. It should be possible from this data to time the motivation process and the correlation between changes in attitudes and behavior and the outcomes.

d. The Entitlement cohort will be followed for an extended period if feasible to determine the long-range impacts of job guarantees and increased school completion.

Issue 7. Performance measures and participant characteristics i.e. how to measure impacts and how to identify different subgroups --

Time Period 1.

a. Attempts will be made to standardize some questions on the CLMS and the NLS, as well as in the survey instruments used in other demonstrations, so that in the future the findings can be integrated.

b. A survey of noneconomics impact measures has been completed and applied to Job Corps.

c. The CLMS has been supplemented to provide increased characteristic information as well as more refined impact information.

d. The pre-test of the NLS questionnaire will be examined to determine significant differences between subgroups which need to be further explored.

Time Period 2.

a. Simple measures of dropout likelihood will be developed for the SPEDY dropout prevention demonstration. They will be applied to assess results.

b. The Job Corps EIE will seek to identify potential early terminees in order to give them extra assistance. A matrix will be developed for predicting success in Job Corps.

c. A range of alternate measures will be developed and tested which can be used by prime sponsors in assessing local youth program performance. The purpose will be to simplify the tests which already exist.

d. The CLMS will yield evidence about the characteristics of youth who succeed and who do not. Most of the information in this period will be early termination findings.

e. A simplified tool for valuing the supply price of work output will be developed for prime sponsor use.

Time Period 3.

a. A set of simple potential impact measurement tools will be recommended for prime sponsors for the regular programs. Technical assistance materials will be developed for more sophisticated local knowledge development efforts.

b. The NLS will help isolate the factors contributing to successful employability development.

c. It will be determined in the case of Job Corps and SPEDY whether special preventative efforts pay off for eligible youth spotted as having particular problems.

Issue 8. Costs and potentials of fully employing youth --

Time Period 1.

a. The early Entitlement progress can be compared with universe of need levels estimated in the Entitlement applications, as well as with previous program funding levels in the designated areas, to get a preliminary indication of the expansion which is possible for in-school programs. This total must be considered a minimum because it

is likely that the utilization rate of the grantee will increase with time.

b. The results of the Conference on Employment Statistics and Youth assess from a theoretical perspective the issues raised in measuring unemployment and estimating the universe of need for programs.

c. A theoretical analysis based on gross-flow data will estimate employment impacts. The parameters in the simulation model will be more exactly specified as program experience increases.

Time Period 2.

a. The data system for all ETA programs will be carefully examined to determine double-counting interprogram transfers, and actual expenditures and service years for youth. This information is essential in estimating present impacts as well as likely future impacts. Evidence indicates that estimates based on participants comments grossly overstate the level of services for youth.

b. Available data for fiscal 1977 and 1978 will be used to examine the substitution issue to determine whether youth are continuing to be served under other segments of CETA.

c. The Entitlement program experience will be assessed to suggest the number of jobs needed to guarantee employment and the estimated costs. The data by the end of the period should be accurate enough to make fairly detailed estimates.

d. The combination of Entitlement and Youth Community Service in Syracuse, N.Y., should indicate the effects of guaranteeing jobs for both in-school and out-of-school youth.

Time Period 3.

a. Once the Entitlement experiment has run its course, there should be a very accurate estimate of the uptake rate over time and the impacts on local labor markets, i.e., whether the job guarantee approach is a feasible policy option.

b. The Youth Community Service in rural areas will suggest the feasibility of the same concept in an area where there is not a developed social infrastructure.

c. The public housing demonstration will test the job guarantee concept within specific housing projects in order to determine how much youth really want to work.

d. The job search demonstration should help to determine the reasons youth accept or do not accept jobs, and will help distinguish between frictional and structural unemployment.

Issue 9. Private sector involvement and impacts --

Time Period 1.

a. Concept papers, research designs and initial contracting will be developed for a coordinated set of tests of various private sector initiatives. There will be no results in this period although the background papers will be available.

b. The participation levels of private sector employers in the Entitlement program where full wage reimbursement is allowable will be assessed including characteristics of jobs.

c. The summer VEP's program--both national and locally directed components--will be tested relative to SPEDY in order to determine whether there are significant impacts justifying the costs of working with the private sector.

d. Labor union operated programs, particularly those under YCCIP, will be evaluated to determine the impacts on youth and to develop program models.

Time Period 2.

a. The survey of employer attitudes towards youth should be completed to determine impediments to employment in the private sector and how they have changed.

b. There will be more experience with Entitlement participants who are in both private sector and public sector jobs. Dropout rates, job changing and other impacts can be examined.

c. The effectiveness of Private Industry Councils in serving youth will be monitored.

d. The process evaluation of the first-round in-school apprenticeship program should be completed.

e. Under the exemplary in-school grant program, there will be a developed concept paper on private sector involvement with schools and education. The preliminary results of the incentive grants can be assessed, particularly the in-program benefits.

Time Period 3.

a. There will be structured assessments of (1) alternative types of pre-employment services leading to private sector employment, (2) entrepreneurship approaches, (3) job restructuring, (4) the reduction of transactional cost and risks, and (5) wage subsidy alternatives, under the private sector initiatives demonstration. The social bonus concept is among the wage subsidy notions to be tested.

b. Under the exemplary in-school grant program, both youth entrepreneurship and private sector involvement will be tested. For each there will be a set of demonstration projects with shared evaluation designs.

c. The Entitlement program results will yield evidence on what happened over the long-run to youth employed in the public and private sectors.

d. The public sector/private sector demonstration will indicate whether randomly assigned youth do much better in the private sector according to entry/exit tests and short duration followups.

e. The Corporation for Youth Enterprise will test the concept of entrepreneurship where there is substantial funding and technical assistance for large scale enterprises. The results of the in-school youth involvement demonstration will be fully assessed to determine the validity of this approach on a smaller scale.

f. The Public Information Demonstration will test whether youth employment can be stimulated by providing better information and seeking to market youth and youth programs. In particular, the usage of tax credits in demonstration sites can be explored.

g. The job restructuring demonstration will provide another perspective on the question of the potential impact of job redesign on the total number of jobs for youth in any given labor market.

Issue 10. Enrollment mix in employment and training programs --

Time Period 1.

a. Targeting under the four YEDPA programs will be carefully assessed in the process evaluations of these programs.

b. End-of-year reports on mixed income experiments developed by prime sponsors will yield some early indications whether disadvantaged youth benefit from participation alongside the non-disadvantaged.

Time Period 2.

a. A comprehensive evaluation of local mixed income experiments will yield a more accurate fix on those which are actually of a scale to provide dependable policy conclusions.

b. The impact of the ACT junior and community college program on center operations in terms of its draw on the leadership cohort will be assessed. It will also assess whether economically disadvantaged Job Corps participants can "make it" in the college setting.

c. Job Corps evaluations of outcome based on racial, demographic and other factors in centers will yield some indications of the effects of mixing. The results of the enrollee survey may also be used in this regard.

d. The dispersed site vs project demonstration for SPEDY will determine whether youth work better in groups than in one-to-one assignments in which they usually interact more with adults.

e. The assessment of characteristics of youth from different income cohorts will suggest in theory whether there are any likely differences resulting from less restrictive eligibility requirements other than expansion in the defined universe of need.

Time Period 3.

a. The large-scale, nationally-directed mixed income experiments will indicate whether there are any substantial benefits to disdavantaged youth from integration with the nondisadvantaged. The size of the experimental and control groups, as well as the rigor of the evaluation, should yield quite dependable results.

b. The supported work demonstration will carefully test whether youth with special needs benefit more from assignments under adults, from participation in supported work crews with adults and youth, or from work on youth crews alone.

c. The aged/youth joint service project will indicate whether youth benefit from a close interaction with older workers.

d. The Public Housing Demonstration will also test whether youth benefit more from working with adults or in youth crews.

Issue 11. Increasing the duration of employment and training interventions and testing their benefits and costs --

Time Period 1.

a. Most of the demonstration projects related to this issue required extensive design. Only this developmental work could be completed in fiscal 1978.

b. A preliminary evaluation of the Job Corps Advanced Career Training Program in Junior and Community Colleges will be completed indicating whether corpsmembers will be able to continue on to get a diploma. The results will include only the first half year in the

program, but this suggest the practicality of the idea.

Time Period 2.

The demonstration projects with a long-term focus will be implemented. Startup experience and early participant experience may suggest whether the approaches make sense. Detailed program descriptions can be provided but little more.

Time Period 3.

a. The Job Corps advanced programs can all be assessed in terms of whether the extra investment and longer treatment is warranted by the increased employment and earnings over the long-run. The advanced programs include the ACT junior and community college effort, an advanced automotive training program organized by UAW, the petroleum industry advanced training program, another in maritime skills, and finally, the military program which seeks to help youth who would otherwise be rejected from the military and to also direct them toward better career tracks within the military.

b. The Career Ladder program will test whether Job Corps participants can complete a 2-year cycle of training and employment with guaranteed jobs as computer customer engineers at the end of the road. It will also follow up to determine long-run impact on employment and earnings.

c. The incentive grant program for post-secondary institutions will suggest whether they can encourage economically disadvantaged youth to participate in remedial efforts and then to continue on to get an Associate Arts or even more advanced degree.

d. Upward Bound in Business will test whether economically disadvantaged youth can be "adopted" by businesses and given a structured progression of education and work assignments which will lead over time to guaranteed, high-paying jobs with career potential. It will be 1981 before the first round of participants complete the 2-year program and several years after that before it can be determined whether they have advanced on a new career track.

e. The Educational Entitlement Voucher demonstration results will determine whether short-term interventions in work experience programs can serve as a basis for increased education and subsequently increase employment and earnings.

f. The extension of the Entitlement program in existing sites should allow certain youth to be entitled from age 16 through age 19. In doing so, it will be important to try to build in some in-program progressions. It can then be determined whether it is beneficial to have this continuity of treatment.

g. The National Longitudinal Survey with its more detailed questions on program participation should provide a better tracking on the interaction of programs over time since many economically disadvantaged youth experience multiple participation.

h. The Second Chance Demonstration will work with youth who would otherwise have dropped out of employment and training programs, again trying to increase the duration of treatment.

Issue 12. Age and appropriate intervention stratgies --

Time Period 1.

a. The surveys of past research, evaluation and demonstration findings will suggest the types of intervention needed for youths of different ages.

b. The economic and noneconomic impact studies of Job Corps will provide some indication of comparative performance of young persons.

c. The entry/exit measures applied to summer participants will be used to assess the impacts of serving 14- and 15-year-olds.

Time Period 2.

a. Performance in Job Corps will be assessed for youths of different ages in order to determine whether 16 and 17 year olds can be served in a cost effective fashion.

Time Period 3.

a. The comprehensive evaluation of the summer program will examine the comparative impacts on youths of different ages.

b. The comprehensive evaluation of YACC will look at the comparative impacts on youths of different ages.

c. In each of the demonstration programs, an attempt will be made to distinguish between the impacts on 16 and 17 year olds vs 18 and 19 year olds.

d. In the runaway youth and juvenile delinquency demonstrations there will be specially structured tests of the impacts of different interventions for youths of different ages.

e. The Entitlement program will yield information about the dropout rates and inprogram benefits for youths of different ages.

f. The CLMS will permit calculations about the comparative impacts of interventions for youth who are age 16 and 17 vs those who are age 18 and 19 or 20 and 21.

Issue 13. Integration of youth programs --

Time Period 1.

a. The process evaluations and reviews of plans for YETP and YCCIP will indicate how well these new programs are coordinated with existing CETA programs for youth including the summer component.

b. The overlap of SPEDY and the other year-round programs will be determined for the first time from data added to the MIS.

Time Period 2.

a. The evaluation of local data systems will seek to determine the extent to which youth are moved from one program to another and the ways in which they are counted.

b. The implementation of the year-round youth grants will occur. The process evaluation of the planning cycle will indicate the changes that result in the design of the programs.

c. The year-round VEPs will be implemented. The process evaluation will suggest what can be achieved for youth and for program operations.

d. The extent of referrals into Job Corps from CETA prime sponsors can be monitored from YETP plans and performance relative to those plans.

Time Period 3.

a. It will take a full year's operation under a consolidated youth grant to determine the impacts. The results will not fully be known until legislative decisions are made in late 1979 or early 1980.

b. The results of the enriched YACC program, particularly the transition services linkages with ES and CETA, will indicate whether this aspect of the program can be improved.

c. The results of the year-round VEPs will be documented.

d. The Job Corps youth service center concept will be assessed on a demonstration basis.

Issue 14. Problems and approaches for serving significant segments of the youth population --

Time Period 1.

a. A conference on "Young Women and Employment: What We Know and Need to Know About the School-to-Work Transition" was sponsored in July 1978 providing background information on this significant segment.

b. The results of the summer demonstration VEPs effort focused on offenders, females and handicapped youth will be assessed in The National Longitudinal Survey pretest in comparison with regular SPEDY and VEPs activities. A process evaluation by HRDI and NAB will note the special problems and potentials in dealing with these significant segments.

d. A study of women in Job Corps has been completed.

e. The National Longitudinal Survey pretest will yield evidence about the comparative problems of the different subsets of the youth population.

Time Period 2.

a. A set of studies on the special needs of Hispanic youth will be completed by La Raza and a conference will be held on the subject.

b. A comprehensive reach agenda on the problems of black youth and the effectiveness of alternative approaches will be completed by the National Bureau of Economic Research.

c. A research study on employment of handicapped youth will be completed.

d. The problems of drop-outs will receive special attention. The short-term outcomes of the demonstration effort for dropout prevention in SPEDY 1979 will be available. The background papers on services to longterm dropouts for the Exemplary In-School Grants focused on this subject should be available.

e. A conference will be held on the special needs of rural youth.

f. The CLMS results should indicate the importance of programs on the various significant segments. The first round of follow-up data will be available.

g. The School-to-Work transition projects will yield information about various approaches for serving Hispanics, women and nonwhite youth. The entry/exit tests will be the primary source of information.

Time Period 3.

a. The exemplary in-school grant projects for handicapped youth and long-term dropouts will yield evidence concerning how they can best be served in traditional school settings.

b. The Job Corps Educational Impact Effort focused on the high risk youth will help to determine whether education can be improved within Job Corps for the less gifted youth.

c. The supported work experiment will yield evidence about the needs of subgroups, particularly offenders and young mothers.

d. The juvenile delinquency, runaway youth, and "second chance" projects will provide information about ways to deal with these trouble-prone groups.

e. The central city surveys will seek to massively expand information about the activities of youth who are out-of-school and out-of-work.

f. The National Longitudinal Survey should provide copious information about subsets of the universe of need, particularly economically disadvantaged and minority youth.

g. The rural youth service experiment, the aged/youth project, and the FmHA/CSA/DOL rural housing project will all be designed to provide information about the special needs of these groups.

h. Knowledge development activities connected with the Indian and migrant youth programs should provide information about how to best deal with these groups.

Issue 15. Translating findings into policy and practice --

Time Period 1.

a. The lessons of past programs will be crucial to determine what is known about what works best for whom. These will be assessed in a monograph.

b. The impacts of new legislative directions under YCCIP and YETP such as the education linkages will be assessed by process evaluations to demonstrate where changes are occurring and the factors in this process.

c. The ongoing studies of the work-education councils indicate ways in which linkages are established and the viability of the new approaches.

d. The replication process for a "model" community improvement project followed under the VICI demonstration will be assessed to determine the feasibility of replicating model programs.

e. The impact of competitions as an incentive device for generating and recognizing new ideas will be assessed under the process evaluation.

f. There will be a knowledge development conference to assess and further refine this format and to set the stage for more sophisticated analysis.

g. There will be a conference on SPEDY to disseminate information about model programs approaches as well as the findings of research studies.

Time Period 2.

a. Under the Exemplary in-school grant program, there will be ethnographic evaluations of the innovation process to determine how and whether new ideas catch hold.

b. When funding for some work-education councils ceases, it can be determined whether the idea of federal germination actually works in terms of creating viable institutions which will be supported by local resources. Likewise, the effort to replicate this notion through shared experiences will be assessed.

c. The VICI replication process will be monitored on a continuing basis to determine how many of the funded projects really end up to be models.

d. The knowledge development activities will be described in a more comprehensive fashion and the potential lessons spelled out in more detail for use by interested outsiders.

e. There will be an assessment of the effectiveness of nonprofit intermediaries in gathering and disseminating information.

f. Conferences will be held for prime sponsors dealing with private sector involvement, knowledge development and other subjects to spread information about what is learned.

g. The process evaluations of YETP and YCCIP will examine the institutional change effects of local knowledge development efforts as well as nationally distributed materials.

h. The change process in the linkages between the education and employment and training system will be assessed under contracts developed jointly with HEW and under the exemplary in-school grant program.

i. Based upon the findings, a set of policy recommendations will be developed for legislation. These will be prepared early in calendar year 1980.

Time Period 3.

a. The CIP replication process will be assessed to determine whether the initial model program can be replicated outside Philadephia by groups other than OIC.

b. Because of the unavoidable timing problems, the bulk of the information will come available beyond 1979. In fiscal 1980, funds will be provided to groups such as the National Commission for Employment and Training Policy and other relatively independent agencies to continue the assessment of findings whatever decisions are made concerning the future of the Office of Youth Programs and the demonstration programs.

Issue 16. Learning curves for programs and the use of early results used to assess effectiveness --

Time Period 1.

a. The process evaluations of YCCIP and YETP will indicate whether there has been an improvement in planning processes and program operations over time. Comparisons of a sample of second year plans may be completed.

b. The YACC program will be assessed to separate startup costs and experiences from those which reflect expected performance over the long run.

Time Period 2.

a. The changes in the Entitlement project sites in the second school year will be monitored and the progress specified. Likewise, the utilization rate of the entitlement will be assessed. The process evaluation will document learning curve effects.

b. The continuing evaluation of YETP and YCCIP will add another year's perspective on the evaluation of these programs. LEA/CETA agreements in the second year will be assessed relative to those in the first year.

c. The progress of work-education councils both with and without government support will be determined to isolate the long-term viability of the concept.

d. Ethnographic research on the exemplary in-school program will trace the learning curve effects in individual projects.

e. A YACC process evaluation will track the progress since the initial evaluation.

f. In all fiscal 1978 demonstration grants that are extended, requirements will be build in for comparison of subsequent rounds of entrants to determine how performance improves over time.

Time Period 3.

a. Comparisons of the outcomes for successive waves of participants in YETP and YCCIP programs are possible from the CLMS. This should yield direct evidence of the learning curve effects.

b. Entitlement results over the long-run will yield a good fix on the outcomes for successive waves of participants. Likewise, the process studies will document the efficiencies which occur over time as well as the problems which are encountered.

c. Comparisons of new vs old projects of the same type will also suggest the learning curve effects. Under the in-school apprenticeship approach, for instance, the first wave of projects has one more year of operations than the second. Under

private sector initiatives, established agencies offering pre-employment assistance and transition into the private sector will be expanded and the new sites compared with existing ones . The Career Intern prototype will be compared with the replicated projects.

d. Continuing process evaluations of YETP, YCCIP and YACC will yield indications about how they are changing over time and what can be expected under steady state operations.

e. The learning-curve elements built into the research of all projects which are extended will yield some evidence about positive and negative trends which occur over time.

f. The performance of new Job Corps centers will be compared with that of existing centers to determine how soon they will achieve comparable operating levels.

The Challenges and Potentials

This matrix of issues, information sources and timeframes is only a preliminary framework for the collection, organization, synthesis and application of the knowledge developed under the youth initiatives. Many other broad issues may be considered of importance, and each of those specified subsumes numerous others. Careful review of each evaluation, research and demonstration design -- many of which have yet to be formulated -- is necessary before filling out the matrix in greater detail. The timeframes are best guesses based on assumptions about the pace of implementation and the timeliness of reviews and assessments. Knowledge development will and probably should be a continuing and adaptive process, and the framework must be equally flexible.

Even this broad outline, however, suggest the massiveness of the challenge. There are so many activities with such a broad scope that it is difficult to catalogue and describe the efforts much less to fully exploit and integrate the results. The Department of Labor and particularly the Office of Youth Programs, does not have the capacity to fulfill this agenda of analysis and synthesis. The scale of research, evaluation and demonstration activity initiated under the youth initiatives is greater severalfold than ongoing efforts in the Department of Labor, and there has been no commensurate expansion in analytic capacity or diminuation in other responsibilities. Moreover, the

Office of Youth Programs is an operating division with program responsibilities for Job Corps, SPEDY, YETP, YCCIP, and YACC, YIEPP, as well as the demonstration efforts; it is not a research or evaluation unit.

Quite clearly, if the potential for knowledge development is to be realized, there must be an extensive commitment by congressional agencies such as Congressional Research Service, GAO and the appropriate committees. Each involved Federal agency will have to contribute its commitment and capacity. Interagency coordinating committees must examine a number of crosscutting issues, while a formal policy review process will be needed to integrate all the results. Private foundations, research institutions, and groups such as the National Commission for Employment and Training Policy also have a major role.

The Office of Youth Programs will aim to provide the building blocks for this integrative analysis by other agents, assuring that the knowledge development plans are followed, that each research, evaluation and demonstration activity is as well designed as possible, that reports are of a high quality and widely distributed, and that the interrelationships between the elements are well documented. The Office of Youth Programs will also seek to commission some elements of integrative analysis, as well as to provide forums in which national and local knowledge can be assessed. Finally, OYP will provide major input to the Vice President's Task Force on Youth Employment as well as to any policy review memoranda.

A continuing series of reports will be published and distributed by the Office of Youth Programs as they become available. In December of 1978 and 1979, there will be reports to Congress summarizing the process of Job Corps, SPEDY, and the four YEDPA programs. These reports will focus on process and impact evaluation findings as well, providing participant, cost and service data, indicating model programs as well as programmatic problems.

In March 1979 and 1980, OYP will prepare comprehensive knowledge development reports including the myriad results from demonstration, research and evaluation activities while seeking in a preliminary way to integrate the findings. As the previous exposition suggests, the March 1979 report will be limited in content and focus chiefly on research findings as well as description of implementation issues, since limited impact data will be available by this time. The March 1980 report will hopefully be more comprehensive and will marshall as much information as is available at that time for administrative and legislative consideration.

In the broadest sense, the impact of all this activity on policy at the local and Federal levels will be a test of the potentials of research, evaluation and demonstration efforts, illustrating what can be learned and what can be applied. It is uncertain and doubtful whether panaceas will be discovered to significantly improve the effectiveness of youth programs. Undoubtedly, startup problems and learning curve effects will obscure many of the findings, as will comparison group and impact measurement shortcomings. Policy will sometimes ignore but will usually have to move ahead of the results. The basic complexity of the issues is so great that advancement in knowledge and practice will be incremental and difficulty to identify.

However, given the scale and structuring of this knowledge development effort, there are also many potentials:

- Unlike the 1960's, the demonstrations will usually be broad enough to cover a range of circumstances and provide a sample adequate for reasonable impact assessment. This will yield better evidence about the potential for and wisdom of replication.

- Much more will be learned about the potential scale of youth activities -- how many jobs can be created and how many youth want to work.

- The data and informational net will be tightened in a number of key areas, particularly on issues concerning motivation, occupational awareness, maturation processes and income alternatives to work. Likewise, program descriptions will be much more specific so as to yield some evidence about different approaches and not just whole programs. This will improve future research and assessment.

- Much more will be learned about the state of the art and what is taking place in existing programs. This will include identification of innovative ideas, determination of the frequency of such approaches, and better assessment of the norms of program performance.

- It should be possible to dismiss certain approaches as not yielding substantially better results than alternatives, or else being

totally ineffective. It is the announced intent to Congress and the Administration to learn what does not work as well as what does, and failure must be expected, accepted and identified in the demonstration efforts so that it will not be necessary to repeat mistakes in the future.

- The overall benefits of the investment in youth should be better understood even if the future impact on employment and earnings can be known only within a significant margin of uncertainty. Particularly, the value of the social product from work experience will be identified more accurately.

- There should emerge a set of commonsense rules about dealing with different subgroups and subproblems so that judgements can be better made concerning the proper mix and targeting of youth employment and training efforts.

- The institutions involved with youth and their capacity to adjust and change will be better understood.

- Some attractive new approaches or delivery packages should emerge which can be further tested and replicated.

- There should be further guidance possible about a broad range of pedestrian issues such as whether youth should rotated among job sites, whether they can be taught to utilize labor market information more effectively, or how supervisors can best be selected and assigned. The findings, if applied, can yield some unglamorous but important improvements in performance.

It is to be hoped that even more will be learned. There will be a cornucopia of research, evaluation, and demonstration findings to nurture analysts and policymakers for years to come. The key is to resolve the most important issues first as best as possible, while continuing the search for greater refinements. Without question, there is a massive opportunity to improve our understanding of youth employment problems while improving the employment and training and career development efforts which address them.

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